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## HEALTH AND SAFETY EXECUTIVE

Senior Management Team

### **Real Health and Safety: building on sensible risk**

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#### **Issue**

1. Having made good progress with the initial stages of the sensible risk management (SRM) change process, the challenge ahead is to maintain attitude change and secure **lasting behavioural change** in line with the aspirations of the Health and Safety Strategy for GB.
2. This paper provides the SMT with an overview of work planned to take this next stage forward.

#### **Timing**

3. On going over the next 12-18 months.

#### **Recommendation**

4. a) That SMT agrees the next phase of sensible risk, including rebranding and the associated plan of action based on the strands of work within para 11 and Annex 1, can be put to the Board (subject to any changes arising from para 11 discussion).  
b) That SMT comment on the governance proposed in para 10.

#### **Background**

5. The SRM campaign was developed in response to a level of media reporting around excessive risk aversion and bureaucracy that was seen as damaging to the reputation and the effectiveness of the health and safety system. It was designed to improve compliance with risk management by demonstrating that risk assessment did not have to be complicated and bureaucratic. It also aimed to refocus attention away from trivial risks towards real risks; those causing serious injuries and days lost as a result of an accident or ill health. These themes are now of course embedded in the new Strategy.
6. The campaign also helped to position HSE well in relation to the wider government agenda on better regulation, admin burdens reduction & simplification and tackling the perceived compensation culture. Our example risk assessments have been a notable success in delivering both practical help to businesses to aid their compliance and, contribute to HSE's simplification plan targets.

7. SRM was conceived as a **long term strategy**. It was planned as a staged approach as advocated in change management guidance. The first stages were delivered through the revised 5 Steps guidance, the Principles of Sensible Risk Management, example risk assessments, high profile campaign launches and the myth of the month campaign.
8. The 'Get a Life!' campaign, Myth of the Month and Ministerial, Board and SMT speeches and promotion have encouraged a level of debate and penetration which in turn has created a climate for lasting change. The principles of SRM have been actively and publically adopted by a number of public and private organisations as a precursor to changing attitudes and behaviours around risk management.

## Argument

9. The strategy launched in 2009 *Health and Safety: Be Part of the Solution* sets out eight goals; embedding sensible and proportionate risk management and securing focus on real health and safety is key to the delivery of several of these goals. Early discussions with Geoffrey Podger and Judith Hackitt indicated that the sensible risk campaign needed to be re-energised and refocused. The action plan set out below reflects their steer and subsequent internal development work.
10. A package of activities will support the delivery of this next phase of sensible risk. Appropriate SMT members will be accountable for delivery while the Strategy Action Teams for SMEs, Leadership and Competence will enable joined-up consideration of the more cross-cutting strands. **SMT might want to consider** making the existing Embedding Sensible Risk Management Steering Group responsible for oversight and monitoring of the package as a whole.
11. The activities have been brigaded as follows under **rebranding, direct interventions by HSE, mobilising third parties and continuity of underpinning principles and messages**. A workplan providing more complete information is given at Annex 1.

### A. Rebranding

Refreshing the focus and presentation while maintaining the underpinning principles and their communication is key to maintaining the impact of a long-running campaign. We propose to refresh the campaign by rebranding and moving on from the existing "sensible risk" strap line. This brand change is important in **converting awareness of SRM into practical actions to make real health and safety the norm**. Since this element of the work is crucial to the successful delivery of the whole, external 'expert' assistance will be commissioned. HSE is currently undertaking a preference exercise to identify a new creative agency to work alongside HSE for the next three years. Sensible risk management is being used as a vehicle to identify the preferred agency. Once the agency is commissioned, options for rebranding will be explored along with myth busting (considered under D below).

### B. Direct interventions by HSE

HSE works in direct partnership with sectors and other influential players to develop and demonstrate sensible risk in practice. This work builds on our previous achievements, but also increases the critical mass of people/businesses who can attest to the practicability and benefits of tackling health and safety in a sensible and proportionate manner. Delivery will be via a number of interdependent projects such as:

- the partnership work being developed with the National Trust first and then rolled out to similar organisations
- work with Sectors and other stakeholders to identify, develop and communicate a range of real life case studies and testimonies
- work coming under the ambit of the strategy themes of leadership, competence and SMEs will offer opportunities to embed the practice of sensible risk management and underline the importance of focussing on real health and safety.

### **C. Mobilising third parties**

HSE continues its work with the Trade Associations and the Small Business Trade Association Forum (SBTAF), professional bodies and consultancies, and re-engages with the insurance industry and personal injury lawyers to increase assurance that third parties offer sensible and proportionate advice and are willing and able to challenge disproportionate health and safety management. Opportunities will be explored with insurance companies to use them as communication channels for the 'hard to reach' and to consider fresh means by which they might champion sensible risk management in their client businesses.

HSE continues to support the Minister's initiative with the key professional bodies to explore an accreditation scheme.

Given that working with key stakeholders continues to present issues which are both challenging and complex, building partnerships will not necessarily be an easy, quick or cheap win. However, it is considered sufficiently important to securing sustainable change, particularly among SMEs, to warrant the renewed effort.

### **D. Continuity of underpinning principles and messages; tactical communications**

This includes continuing to weave the messages into speeches and briefs, responding to media stories as they arise, and a remodelled myth busting. In conjunction with rebranding (**A**), options for myth busting will be reviewed taking account of the 'cult' status which myth of the month has acquired, balanced by the fact that it is becoming increasingly difficult to identify fresh future myths.

In line with the objective to increase health and safety regulators' confidence and competence in a sensible and proportionate approach to risk management, FOD and LAs' workplans will be enhanced with supportive briefing on SRM within the new briefing and training resources (Regulators Development Needs Analysis and Guidance for Regulators Information Point (GRIP)).

**Question: Do you agree these four strands of work and the activities that support them? Are there any obvious omissions?**

#### **Consultation**

12. CD, Sectors Directorate, XCD - Better Regulation, BIU, RPD/PEFD, FOD

#### **Presentation**

13. A number of the activities will present good media opportunities.

## **Costs and Benefits**

14. The prize will be significant, if unquantifiable, benefits to businesses from applying common sense and proportionate management in practice to the real health and safety risks associated with their activities.
15. The next phase of the sensible risk campaign will need to continue to deliver reductions in the administrative costs to business of risk assessment in order for HSE to meet its administrative burdens reduction target of £200m by November 2010. This will include introduction of an electronic template that combines the need for a written risk assessment together with a simplified health & safety policy statement and record of arrangements; estimated to reduce the admin costs to business by £26.5million.
16. Following the Government's announcement in April of new simplification targets for 2010 – 2015, it is likely that additional savings will need to be found through the SRM campaign, this has been factored into this proposed plan of action.

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

17. Since this plan aims to bring fresh and creative ideas in order to influence long term behaviours, it necessarily brings cost implications. We will seek to tailor initiatives in line with the available resources. Best current estimates for the package of work are set out in Annex 1 with the upper total for the package of £216,056 excluding costs associated with insurance work not yet quantified. Mindful of the economic climate, we will seek to secure external resources to fund the insurance and third party work, although it is anticipated that additional funding may have to be sought in the second half of the year and/or bid for 2010/11 for pump priming this work.
18. Funding for most of the package will come from the communications budget and has already been allocated. Staff resources in the main have already been allowed for in Directorate/Division business plans.

## **Environmental implications**

19. n/a

## **Action**

20. That SMT agrees the next phase of sensible risk including rebranding, and agrees to the plan of action, based on the themes within para 12 and annex 1, being put to the Board.

## Real Health and Safety; building on sensible risk

### Proposed Future Work in Support of the Strategy *Health and Safety: Be Part of the Solution*

- 1) This annex identifies specific work activities for 2009 and beyond in response to the Strategy *Health and Safety: Be Part of the Solution*.
- 2) Refreshing the focus and presentation of the sensible risk management messages will underpin all of the work streams. The campaign will be refreshed with rebranding. Fifty thousand pounds (£50,000) has already been factored into the Business Involvement Unit budget to cover the communications aspects of rebranding.
- 3) In line with the accompanying paper, the work in this plan is divided into four strands; - Rebranding, Direct Interventions by HSE, Mobilising Third Parties and Continuity of Underpinning messages and principles.

### Executive Summary of Projects Proposed for 2009-10

Theme	Activity	Objectives	Lead	Costs
<b>Rebranding sensible risk</b>	Developing the rebrand and roll-out plan with expert external help	<ul style="list-style-type: none"> <li>• To maintain the impact of the sensible risk management campaign refreshing the focus and presentation while maintaining the underpinning principles and their communication.</li> </ul>	CD	Staffing £20,376  £50,000 Set aside for by CD
<b>Direct Interventions with HSE</b>	HSE works with National Trust and similar partners to demonstrate sensible risk in practice.	<ul style="list-style-type: none"> <li>• Together with stakeholders, to increase the confidence and competence of the National Trust in managing risk sensibly and proportionately.</li> <li>• To encourage the same with other similar stakeholders.</li> <li>• To increase the critical mass who understand and implement risk management sensibly and proportionately.</li> </ul>	FOD Sectors' Directorate	£23,500
	Embed sensible risk within the education sector <ul style="list-style-type: none"> <li>- Develop case studies to provide further clarity on roles and responsibilities</li> <li>- Engage the National College of School Leadership to develop Head Teachers skills</li> </ul>	<ul style="list-style-type: none"> <li>• To increase the use of generic risk assessments, shifting the assessment of common risks up from individual schools and teachers to specialists in LEAs and like bodies.</li> <li>• To reinforce the message to schools that risk assessment must be proportionate in order to minimise risk without denying children the opportunity to experience the benefits of learning outside the classroom (Staying Safe: Action Plan DCSF January 2008), by producing easily accessible, clear</li> </ul>	Sectors' Directorate	£60,900

<p><b>Mobilising Third Parties</b></p>	<p>Work with sector and others to develop case studies/testimonials demonstrating sensible risk in practice</p> <p>Work with insurance industry and personal injury lawyers to increase assurance that third parties offer sensible and proportionate advice</p>	<p>guidance.</p> <ul style="list-style-type: none"> <li>To increase the level of competence of Head teachers and senior managers within schools.</li> <li>To increases the critical mass of people/businesses who can attest to the practicability and benefits of tackling health and safety in a sensible and proportionate manner.</li> <li>To convert changes in attitudes and perceptions into action, moving from the 'conversion' phase of the work; 'from talking to doing'.</li> <li>To increase the assurance that third parties offer sensible and proportionate advice.</li> <li>To increases the critical mass of people/businesses who can attest to the practicability and benefits of tackling health and safety in a sensible and proportionate manner..</li> </ul>	<p>XCD (BIU)</p> <p>XCD (BIU)</p>	<p>£9,269</p> <p>£87,000 NB Insurance work not costed</p>
<p><b>Continuity of Underpinning principles and messages</b></p>	<p>Repositioning Myth of the Month</p> <p>Continue to embed sensible risk messages internally and with LA partners</p>	<ul style="list-style-type: none"> <li>To maintain a high profile campaign which ensures that the issue of sensible risk management remains in the consciousness of the key decision makers (public, business leaders, ministers etc).</li> <li>To refresh the focus and presentation while maintaining the underpinning principles and their communication.</li> <li>To increase confidence and competence of health and safety regulators in a sensible and proportionate approach to risk management.</li> <li>To increase the critical mass of people/businesses who can attest to the practicability and benefits of tackling health and safety in a sensible and proportionate manner.</li> <li>To convert changes in attitudes and perceptions into action, moving from the 'conversion' phase of the work; 'from talking to doing'.</li> </ul>	<p>CD</p> <p>XCD (BIU) FOD/LAU</p>	<p>£5,000</p>

## Detailed breakdown of Projects Proposed for 2009-10

### A. Rebranding

HSE is currently undertaking a preference exercise to identify a new planning agency and a new full service advertising agency to work alongside for the next three years. Sensible risk management is being used as a tool to identify the preferred agency. Once the planning agency is commissioned, options for rebranding and a repositioning myth of the month will be explored.

#### Objectives:

- To maintain the impact of the sensible risk management campaign refreshing the focus and presentation while maintaining the underpinning principles and their communication.

#### Key milestones:

- Engage COI to scope the work and develop a specification April 2009
- Commission a planning agency to develop rebranding for sensible risk June 2009
- Commission advertising agency to develop creative approach to sensible risk July 2009
- Integrated communications strategy and supporting plan to deliver branding strategy, August 2009
- Marble new themes identified by rebranding into speeches, briefings and repositioned myth of the month Ongoing from September 2009

### Resource Implications

Staffing costs to develop specification and identify creative agency

BIU B1	5 days	3165.00
BIU B3	5 days	2295.00
BIU B4	2 days	806.00
Comms B2	10 days	5490.00
Comms B3	10 days	4590.00
Comms B4	10 days	4030.00
Staff Costs		<b>£20,376.00</b>

Agency costs for assisting rebranding etc. have yet to be determined but £50,000 has been set aside by CD.

### B. Direct Interventions by HSE

#### HSE works in partnership with Sectors and Other Influential Players to develop and demonstrate sensible risk in practice

- a) Organisations have been identified as influential based on their interface with the public and a high media profile, and the National Trust has been identified as the initial candidate. It has multiple sites, large membership & media profile, interface with the public and therefore public safety issues, a range of environments and associated real and perceived risks and a history of a relationship with regulation that suggests there is not total clarity between us and them as to what constitutes a 'good enough' health and safety regime.

- b) The approach to be taken is described as 'light touch LOPP' (Large Organisation Partnership Pilot) and it will benefit from the lessons learned during LOPP. Key to successful delivery of the work will be the relationship between NT and the LAs who for the most part regulate it. This relationship will seek to strengthen the partnership which has been in place for a number of years under the lead authority scheme.
- c) It is envisaged that the work will be fairly intensive and time bound. HSE will seek to build confidence within the NT on decision making around risk, and the sensible management of risk.
- d) A concluding event will be run in autumn/winter 2009 involving senior HSE people and key managers from across NT's interests where the agreed regime is presented. Other potential partners will also be invited to the event and subsequently invited to work in the same collaborative way. As part of this work, HSE will consider the potential for working with the Visitor Safety in the Countryside Group (VSCG).

### Objectives:

- Together with stakeholders, to increase the confidence and competence of the National Trust in managing risk sensibly and proportionately.
- To encourage the same with other similar stakeholders within the sector.
- To increase the critical mass who understand and implement risk management sensibly and proportionately.

### Key milestones:

- Initial scoping meeting with NT 18 May 2009
- Agree scope of joint work end June 2009
- Identify and engage other organisations end July 2009
- Delivery of joint work with NT end 2009
- Conference for NT general managers and property managers 'winning hearts and minds', and other identified organisations early 2010

### Resource Implications:

For NT work based on LOPP figures (revalorised for 2009)

Staff years:

Account Director (SCS)	4 days	3144.00
Account Manger (B2)	15 days	8520.00
FOD B3	15 days	6885.00
BIU B1	4 days	2604.00
BIU B3	5 days	2295.00
Total Staffing Costs		<b>£23,488.00</b>

Conference Costs: Based on daily delegate rate of £45 and assuming 50 delegates. This cost may be reduced if NT provides a venue and/ or funds the event.

Account Director (SCS)	1 days	786.00
Account Manger (B2)	1 days	568.00
FOD B3	3 days	1377.00
BIU B1	1 days	651.00
BIU B3	3 days	1377.00
Total Staffing Costs		<b>£7,806.00</b>
Venue Costs	50 delegates @ £45	2250.00



Costs associated with other organisations could be reduced if work was conducted via the VSCG. FOD will already have factored in costs associated with dealing with these organisations, so some of the costs listed above will be offset by those already contained within Divisional budgets.

### **Continue to embed sensible risk messages within education sector**

- e) Building on the sensible risk management case study work, further case studies around key issues for education will be developed. These themes will include management of asbestos, control of contractors particularly education, case studies providing clarity on roles and responsibilities around extended schools provision. These case studies will demonstrate how health and safety issues have been managed in a sensible and proportionate way. This material will be situated on Teachernet website along with previous material.
- f) HSE will engage a senior head teacher through HTI (an education stakeholder) to identify how best to influence the National College of School Leadership (NCSL) and other key stakeholders. The initial work will build an evidence base of the consequences when senior teachers fail to provide effective leadership (eg failures to manage asbestos), and identify ways to promote current material on Sensible Health and Safety in Education. To ensure that this work progresses, HSE will fund NCSL to make those changes and pilot the revised elements of their training.

### **Objectives:**

- To increase the use of generic risk assessments, shifting the assessment of common risks up from individual schools and teachers to specialists in LEAs and like bodies.
- To reinforce the message to schools that risk assessment must be proportionate in order to minimise risk without denying children the opportunity to experience the benefits of learning outside the classroom (*Staying Safe: Action Plan DCSF January 2008*), by producing easily accessible, clear guidance.
- To increase the level of competence of Head teachers and senior managers within schools.

### **Key milestones:**

- Asbestos management case study July 2009
- Open discussions with NCSL July 2009
- Work alongside HTI to identify suitable Snr Headteacher to undertake work July 2009
- Extended schools case study September 2009
- Management of contractors case study November 2009
- Toolkits for head teachers January 2010
- Develop Training Package January 2010
- Work alongside NCSL to embed training material March 2010
- Evaluate impact – qualitative study post qualification July 2010
- Evaluate impact – quantitative study July 2011

### **Resource Implications**

For development of case studies

Sector B2	8 days	4544.00
Sector B3	40 days	18360.00
Sector B4	5 days	2015.00
Total Sector Cost for Case Studies		<b>£24,919.00</b>

Development of Head Teacher material for NCSL Senior Head Teacher seconded via HTI £36K

Total Sector Cost for Case Studies	<b>£24,919.00</b>
Total Cost for NCSL work	<b>£36,000.00</b>
Total Cost for education work	<b>£60,919.00</b>

Case study work has already been factored into the Sector workplans, and a business case for the HTI work has been submitted.

**Working with sectors and others to develop and communicate a range of case studies and testimonies which demonstrate what sensible risk management looks like in practice.**

- g) Following on from the example risk assessments, HSE will work with sectors to identify businesses who have sensibly implemented sensible risk management. The testimonies will highlight the business benefits of sensible risk management including better informed business prioritisation and reduced bureaucracy leading to reduced business costs.
- h) Discussions are underway with Sectors' Directorate to identify suitable candidates and cost efficient means of gathering and disseminating this information.

**Objectives:**

- To increase the critical mass of people/businesses who can attest to the practicability and benefits of tackling health and safety in a sensible and proportionate manner.
- To convert changes in attitudes and perceptions into action, moving from the 'conversion' phase of the work; 'from talking to doing'.

**Key milestones:**

- Identify businesses/organisations with a good story August 2009
- In conjunction with Communications Directorate develop case studies October 2009

**Resource Implications**

The costs for this work will only relate to a B4 collating and promoting the material. It is intended that this work will be delivered with limited cost implications.

Sector B4 identifying suitable businesses	3 days	1209.00
BIU B4 collating and promoting material	20 days	8060.00
Total Sector Cost for Case Studies		<b>£9269.00</b>

**C. Mobilising third parties**

**HSE will continue to work with the insurance industry and personal injury lawyers to increase assurance that third parties offer sensible and proportionate advice.**

- a) Research shows that many health and safety myth stories originate from excessive conditions being applied to meet insurance premiums. There appears to be little clear guidance on standards required to mitigate civil claims versus requirements of health and safety legislation.
- b) HSE has already identified pockets of good practice and to further this, HSE is now seeking to engage with the British Industry Brokers' Association (BIBA) and Association of British Insurers (ABI) to encourage increased assurance that third parties offer sensible and proportionate advice.
- c) Activities will include continuing work to find opportunities to present a common front and for the insurance companies to champion sensible risk management in their client businesses. Ideas in early exploration include: the creation of two new awards for the Insurance Industry – leadership in embedding sensible risk with clients and, sensible conditions applied to a community event; using insurance companies' mailing lists as a communication channel. A 'widget' would need to be developed for this purpose.

#### Objectives:

- To increase the assurance that third parties offer sensible and proportionate advice.
- To increase the critical mass of people/businesses who can attest to the practicability and benefits of tackling health and safety in a sensible and proportionate manner.

#### Key milestones:

- HSE to have explored options with BIBA, ABI and 'friendly' insurers July 2009

#### Costs/Resource Implications (tentative upper value)

Award Sponsorship	2 awards	70,000.00
Production of widget		
Buying into mailing lists		
Staffing Costs		
Comms B2	10 days	5490.00
Comms B3	15 days	6885.00
BIU B1	2 days	1266.00
BIU B3	3 days	1377.00
BIU B4	5 days	2015.00
Total Staff Costs		<b>£17,033.00</b>
Total work stream costs		<b>£87,000.00++</b>

#### D. Continuity of underpinning principles and messages; tactical communications

##### Repositioning Myth of the Month

- a) Myth of the Month has been a popular approach to tackle some of the most common misconceptions about health and safety, and to debunk stories about excessive health and safety. The myth website is attracting approximately 36,000 visitors per month. A second calendar was produced this year, and its sales are approximately 9000 compared to 2000 last year. Some of this increase will be

because the calendar was available earlier in 2008 than 2007; however, it still reflects the increase in popularity of the myth of the month.

- b) Stories for the myth of the month are less easy to identify which may suggest that the sensible risk campaign is having an effect on media reporting; however there is still a way to go in regaining the health and safety brand. Over the forthcoming months we are taking the opportunity to reposition the myth of the month and take a fresh approach.

**Objectives:**

- To maintain a high profile campaign which ensures that the issue of sensible risk management remains in the conscious of the key decision makers (public, business leaders, ministers etc).
- To refresh the focus and presentation while maintaining the underpinning principles and their communication.

**Key milestones:**

- Decision reached on future of myth of the month September 2009
- (Should communication strategy demand) Produce Calendar for 2010 October 2010

**Resource Implications**

The resource implications for this work have been captured under the consideration of resources for rebranding.

**Continue to embed the sensible risk message internally and with our LA partners.**

- c) Following the launch of the RDNA tool earlier this year Guidance for Regulators Information Point (GRIP) is now available [www.hse.gov.uk/grip](http://www.hse.gov.uk/grip).
- d) The GRIP is available as a developing resource. It maps key documents and information sources, including guidance and training, against the skills and knowledge topics against the RDNA tool. Its purpose is to assist access to information and has been designed to compliment the RDNA tool.
- e) The use of the GRIP as a means of embedding the sensible risk message needs to be further explored.

**Objectives:**

- To increase confidence and competence of health and safety regulators in a sensible and proportionate approach to risk management.
- To increase the critical mass of people/businesses who can attest to the practicability and benefits of tackling health and safety in a sensible and proportionate manner.
- To convert changes in attitudes and perceptions into action, moving from the 'conversion' phase of the work; 'from talking to doing'.

**Key milestones:**

- To explore the potential for sensible risk messages to be marbled through GRP material July 2009

- To develop material and ensure its communication via GRIP September In conjunction with Communications Directorate develop case studies October 2009

### **Resource Implications**

The costs for this work are limited by since the work stream will feed into an already developed package.

BIU B3	2 days	918.00
BIU B4	10 days	4030.00
Total Staff Cost		<b>£4,948.00</b>