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## HEALTH AND SAFETY EXECUTIVE

Senior Management Team

**Agriculture Revisited – Progress to date and next steps**

A Paper by Graeme Walker and Rachel Russell

Cleared by Jane Willis and Sally Sykes on 29 April 2009

**Issue**

1. Updating the Board on progress to date on their Agriculture Revisited initiative, and seeking agreement to a high level delivery plan for 2009-10 and 2010-11 and associated costs.

**Timing**

2. Immediate. Clearance will enable the Board paper to be discussed on 27 May.

**Recommendation**

3. The Senior Management Team is asked to:
  - i. Note the progress made as outlined in the Board paper at Annex 1, particularly on the 'Make the Promise' campaign, and confirm it is happy with the high level plans and related costs.
  - ii. Note the recommendation that the Board commit in principle to extending campaign activity beyond March 2011 if we are to achieve the real and sustainable behavioural changes required to improve farm safety performance; subject to the proviso that future plans take account of the evaluation outcomes and HSE's future financial position.
  - iii. Agree the paper be submitted to the Board for approval.
  - iv. Note the ways of working and challenges presented by this approach (see paragraph 7 below).

**Background**

4. In May 2008, the Board agreed Judith Donovan's Agriculture Revisited initiative and development of a delivery plan (HSE/08/24).
5. The project mandate agreed by Geoffrey Podger identified the following objectives for the first phase:
  - a. Developing, testing and piloting campaign messages and communications techniques;
  - b. Undertaking preparatory work for further safety and health awareness days (SHADs), to help inform the implementation plan; and

- c. Producing a costed high-level implementation plan and baseline, by autumn to 2008 to implement the Agriculture Revisited proposals; with the bulk of activity to run for two years from April 2009.
6. Work has been undertaken with the advice and input of Judith, supported by dedicated B2 policy resource, the Agriculture & Food Sector, CD, FOD and CSAG. In this time we have:
- Developed, delivered and reviewed Phase 1 of a new farm safety campaign 'Make the Promise. Come Home Safe' and are developing proposals for the next phase from 2009/10 and beyond.
  - Tested Judith's recommendations to improve the farming SHADs programme.
  - Reviewed other elements of the Sector's farm-focussed activities in line with Judith's proposals and developed proposals for delivery on:
    - work with equipment manufacturers and suppliers;
    - training and VQs; and
    - stakeholder engagement.
  - Agreed that it was not practicable to baseline the initiative, and instead obtained agreement from CSAG to a post-programme survey as the over-arching evaluation methodology, supported by reviews of the work streams.
7. These elements have been drawn into a programme framework for Agriculture Revisited, key deliverables and an outline delivery plan set out in the Board paper.

### **Ways of working and challenges**

8. Developing this initiative has involved some new ways of working and challenges:
- Judith directly brought her marketing expertise and networking skills to bear, and has been a highly influential and effective spokesperson. This resulted in a very different type of campaign, and she has secured positive responses from stakeholders and duty holders, some of whom were initially sceptical. She has also provided a challenge to our ways of working, injecting pace and urgency.
  - Having a Board member acting in this capacity worked well with farming because we acknowledged the main thrust of HSE's engagement with the small farms sector had to be around marketing and communication. Inspection and enforcement were not a major part of the picture so there was no conflict with our regulatory role. However, this may be a relatively unusual set of circumstances and may not be feasible in the other, more heavily inspected and regulated, sectors.
  - Unusually, the initiative was not consulted on within HSE before Board sign up last year. This ensured momentum and secured in-year money from the Board's Initiative Fund, but it did then take time to reconcile Judith's recommendations with the Sector's understanding of the industry and issues, previous and current activities, and history of engagement. In some areas Judith's proposals have been recast after further and wider discussion, e.g. on training and vocational qualifications, and in others they have very helpfully exposed underlying needs within HSE to improve the priority and management of activities e.g. on the further development of SHADs.
  - We have experienced gaps and changes in staffing, in the Sector, CSAG and CD (some linked to HWWW), which have presented continuity challenges.
  - The desire for pace. The initial phase of the campaign was developed and launched very quickly and without pre-testing, showing that we can be responsive, though possibly at the expense of other elements such as:

- mapping success criteria and measures, and managing expectations on what contribution communications can deliver to safety outcomes in an intransigent sector;
  - internal communications; and
  - governance, in the desire to deliver priorities.
- Re-engaging FOD. The Director of FOD has been extremely supportive in helping re-establish the appropriate priority and resource from FOD for farm related activity; specifically for farming SHADs and shows. In discussion we have agreed that 2009/10 represents a transitional year during which changes to the arrangements for future years will be further evaluated and finalised.
9. There are likely to be wider lessons to share from our experience with this initiative and parallels to be drawn for SMEs in other sectors and those lessons will be brought to the SMT and the SME SAT as experience develops.

### Consultation

10. The proposals for delivery and these papers have been developed and agreed with CD, CSAG and FOD, under the auspices and oversight of a joint Programme Board. PFPD have cleared the financial elements.
11. The papers have been seen by Judith Donovan who is content.
12. Dialogue continues with DEFRA at Board, SMT and working level.

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<b>AGRICULTURE REVISITED – PROGRESS TO DATE AND NEXT STEPS</b>			

### Purpose of the paper

3. This paper supplements the regular updates provided to the Board by Judith Donovan.
4. The Board is invited to:
  - (a) Formally note progress to date with work on the Agriculture Revisited initiative, including the ‘Make the Promise – Come Home safe’ campaign (paragraphs 7-10 and annex 1).
  - (b) Commit in principle to extending the campaign beyond the two years to March 2011 initially envisaged by the Board, recognising that it will require sustained activity over 5-10 years to bring about the cultural and behavioural changes needed to improve health and safety in this sector and the reputational risks to HSE of withdrawing support too soon (paragraphs 10-12).

- (c) Note progress and proposals on the other work streams that complement the campaign and form part of the overall Agriculture Revisited initiative (paragraph 13-17 and annexes 2-6).
- (d) Agree a high level delivery plan and costs for April 2009 – March 2011 (paragraphs 18-21 and annexes 7). Elements and costs for 2010-11 will be reviewed and refined in light of experience this year.
- (e) Agree to review progress and feedback on activity to March 2011, and take account of HSE's future financial settlements, when considering plans for 2011/12 and beyond.

## **Background**

5. In May 2008, the Board agreed Judith Donovan's Agriculture Revisited initiative (HSE/08/24) and preparation of a delivery plan. The initiative comprised detailed, largely communications-based proposals for helping to reduce the consistently high annual rates of work-related fatal incidents in the farming sector, drawing heavily on an independent marketing 'Insight' report and discussions with industry stakeholders.
6. Less than 1.5 per cent of the working population is employed in agriculture but the sector is responsible for between 15 per cent and 20 per cent of fatalities to workers each year. In 2007/08, 39 workers died bringing the ten-year total death toll to 455. The key causes of farm deaths have remain unchanged in that time, notably transport, falls from height, being struck by moving or falling objects (including machinery), and livestock. There are large numbers of self-employed farmers and small, family farms ~350,000. Two-thirds (64 per cent) of work related farm deaths are to self-employed farmers, and within this group, older farmers are the most at risk, accounting for over half (53 per cent) of the deaths to the self-employed.
7. It has been recognised for sometime that proactive inspection does not represent a cost-effective means of intervention to improve and sustain standards of health and safety in the industry, particularly for the self-employed family farms, hence the communications lead approach. Since 2004, operational resource in the farming sector has been directed to the investigation of serious accidents and to following up non-attendance at Safety and Health Awareness Days (SHADs). Proactive visits have only been made to farms targeted within a region for a specific hazard project, or visits associated with vulnerable workers. This approach was not challenged by the Agriculture Revisited initiative.
8. Although Agriculture Revisited pre-dates the new HSE strategy, its objectives and approach echo a number of the strategic themes e.g. placing the onus on risk creators; creating healthier and safer workplaces; customising support for SMEs; recognising everyone has a role through widening stakeholder influence; and building competences.

## **Argument**

### **(1) Progress and delivery plan**

9. Since last summer, we have developed the initiative with close advice and input from Judith, dedicated policy resource, the Agriculture & Food Sector, Communications Directorate, FOD, CSAG and HSE's Agriculture Industry Advisory Committee (AIAC). In developing and testing Judith's recommendations we gained further insights, and have refined our activity and plans accordingly. Summary activity and deliverables for 2009-10 and 2010-11 are given below, with more detail annexed.

**10. Make the Promise. Come Home Safe' campaign.** We have developed, delivered and reviewed Phase 1 of a new farm safety campaign 'Make the Promise. Come Home Safe'. This targeted, direct marketing campaign generated nearly 7,000 responses from farmers who asked for more 'promise knots' to remind them of their promise and/or copies of the new, short case study leaflet, 'How lives are lost on British farms', and who registered their details to receive further contact from HSE. This is a far better level of response than HSE has had to any previous farm safety campaign, and feedback suggests the very different concept and tone (personal and emotive) has struck a chord with a sceptical audience.

11. At the same time we have received unprecedented support from our traditional farming stakeholders, including the NFU and Unite, the union, raising expectations that HSE will sustain activity in the sector and questions about whether two years is sufficient to bring about the significant culture change that is required.

12. In reviewing phase 1, we know we have directly engaged and raised awareness with some farmers. Given the challenges of the sector, lessons and experience from other HSE and Government campaigns, we estimate that it will take more than two years to move beyond awareness raising and attitude change into acceptance and behavioural change; both for the farmers who have already responded and the much larger number yet to be actively engaged.

13. If we are to make a real, sustainable impact beyond awareness raising, 'Make the Promise' needs to be a long term campaign. We estimate five to ten years of integrated activity will be needed. The proposition for the campaign going forward is 'Make the Promise. Keep the Promise. Share the Promise', reflecting the move from awareness, to attitude change, and the actions required to keep the promise and come home safe. Sharing the promise is intended to promote stakeholder engagement and, in time, ownership of the campaign by farmers and their families, with them encouraging uptake by others.

14. More information on the first phase, and high level proposals for the next phase are at annex 1.

**15. Farming shows, publications and intranet pages.** We have reviewed and revised activity in these areas – see annex 2. In particular, we will use 2009/10 as an interim year to assess more accurately the value of our attendance at different farming shows, and to ensure that we target those that attract farmers and their families, rather than the growing country life-style shows which draw in the wider public.

**16. Farming safety, health and awareness days (SHADs).** HSE delivered 18 farming SHADs in 2008/09, including piloting new approaches to test Judith's proposals for improving the uptake, reducing costs and increasing the frequency of SHADs. We believe there is insufficient evidence as yet on which to base a decision on contracting out the management of SHADs, and we propose to explore further the comparative costs, benefits and risks during 2009/10. In the meantime, there are improvements the Sector, working with FOD colleagues and LANTRA Awards' trainers, can make. We intend to increase delivery to 24 traditional farming SHADs in 2009/10, and support some innovative approaches (eg with partners) building on feedback, before finalising changes to the planning, invitation and delivery arrangements for implementation in 2010/11. (See annex 3.)

**17. Work with equipment manufacturers and suppliers.** Reflecting the large number of machinery related farm incidents, we have revitalised partnerships with the major industry stakeholders. They can help improve safety through their standards and activities, directly through compliance by their own members, and as conduits passing on key machinery

safety messages as part of the 'Make the Promise' campaign. (See annex 4 for key deliverables.)

**18. Training, competence and vocational qualifications (VQs).** Following further review and discussion with Judith and the AIAC, this work stream supports improved training and competences in the farming sector. Incentivising existing, and particularly older and self-employed workers, is difficult so exploring and promoting incentives and funding is a key element. We are promoting uptake of HSE's health and safety VQs by the land-based colleges which will help those coming new into the sector, and with some of the larger farmers and growers. This will be aided by the Sector's recent success in getting the VQs listed as desirable elements within the Ethical Trading Initiative's Code of Practice (a benchmark of good practice for stakeholders in the UK's fresh produce supply chain). (See annex 5.)

**19. Stakeholder engagement.** We have got commitment from our current farming stakeholders, but want to go beyond this by mapping some of the less obvious stakeholders who can help influence and get messages to farmers. A revised stakeholder engagement plan will be developed to support the initiative, following a mapping exercise to be carried out in 2009/10 (see annex 6).

20. These complementary work streams have been drawn into a programme framework for Agriculture Revisited, and an outline delivery plan up to 31 March 2011, is at Annex 7.

## (2) Resource implications

21. The table below summarises estimated total costs for the initiative, based on spend in 2008/09, and estimates of costs to support planned activity in 2009/10.

	2008/09	2009/10	2010/11
<b>Staffing</b>	£372,418	£685,736	[£685,736]
<b>T&amp;S and Committees</b>	£44,700	£76,500	[£76,500]
<b>Communications</b>	£847,567	£1,324,000	[£1,324,000]
<b>Research &amp; evaluation</b>	-	£40,000	[£80,000]
<b>Total</b>	£1,264,685	£2,126,236	[£2,166,236]

22. HSE directorates largely re-prioritised activities (from July 2008/09) to work on the initiative, and the Agriculture & Food Sector in particular would have undertaken some farming related activity. New resource in 2008/09 for the initiative comprised £642k for the campaign development and delivery which came from the Board's in-year initiative fund. Judith Donovan has undertaken an extensive amount of work on HSE's behalf – considerably more than 2 days per month. Her costs (salary and T&S) have not been included in these estimates.

23. The costs for 2009/10 are funded. [DN With the exception of a new B5 post for the Sector, funding for which is being considered as part of a Strategy related bilateral meeting on 1 May.] Costs for 2010/11 are provisional, and assume activity will be at the same level as 2009/10, but these will be reviewed and revised in light of progress and updated plans.

## Outcome and evaluation

24. Neither incidence rates nor the number of farming fatal incidents can be used as measures of success because of the difficulties of ascribing future changes to HSE action, and as the Insight report acknowledged, many of the barriers to change in the sector are largely outside of HSE's influence. Although HSE cannot bring about changes on its own, it can act as a catalyst.

25. Accordingly, we have been cautious in framing the objective of the Agriculture Revisited initiative; the overall ambition of which is to reduce the number of fatal accidents, supported where possible by measurable changes to awareness, attitudes and behaviours.

26. The Sector will continue to work with CD and CSAG to review progress and refine plans under the initiative. It has been agreed that overarching evaluation should be through a post-programme evaluation survey using an experienced social survey organisation. This will take account of the different elements in the initiative, and be strengthened by evidence from individual work streams (e.g. as undertaken to date on the campaign).

27. As an interim measure and in advance of the post-programme evaluation we propose appointing and working closely with the independent contractor and CSAG to develop the protocol and indicators to inform possible developments and activities for 2011/12.

28. Through campaigns, related activities and growing stakeholder engagement, we are confident we can make progress towards the objective. However, as reflected above, experience suggests that it is likely to take more than two years to achieve the culture change required, and that it is unrealistic to expect significant or sustainable improvement by March 2011.

#### **(4) Presentation and consultation**

29. Lord McKenzie was briefed on agriculture and the initiative last October. He is supportive and is being kept informed by the Chair and CE at routine KIT meetings.

30. With Judith's help we have secured full AIAC support for the initiative, engaged them on developments, and obtained their involvement and support, through a new AIAC plan of work.

31. Dialogue continues with DEFRA and the NFU at Board, SMT and working level.

#### **Action**

32. The Board is invited to:

- (a) Formally note progress to date with work on the Agriculture Revisited initiative, including the 'Make the Promise – Come Home safe' campaign (paragraphs 7-9 and annex 1).
- (b) Commit in principle to extending the campaign beyond the two years to March 2011 initially envisaged by the Board (see paragraphs 9-11).
- (c) Note progress and proposals on the other work streams that complement the campaign and form part of the overall Agriculture Revisited initiative (paragraphs 12-16 and annexes 2-6).

- (d) Agree a high level implementation plan and costs for April 2009 – March 2011 (paragraphs 17-21 and annex 7).
- (e) Agree to review progress and feedback on activity to March 2011, and take account of HSE's future financial settlements, when considering plans for 2011/12 and beyond.

**Paper clearance**

33. [This paper was cleared by the SMT on 6 May 2009 and with Judith Donovan.]

**'Make the Promise. Come Home Safe' farm safety campaign.**

**Phase 1 – overview of activity**

1. The initial phase of 'Make the Promise. Come Home Safe' comprised integrated activity in support of piloting a direct mailing approach.

(1) Weekly **adverts in the farm trade press** from 5 December to 6 February. Initially teaser strip ads utilising case studies, these built to 'Enough is enough' and 'Make the Promise' double page spreads as the DM was sent out, and subsequent strip ads kept the campaign visible through to early Feb.

(2) **Direct mail (DM) 'Promise pack'** sent to nearly 70,000 farmers (exact figure 67,653), arriving in the first week of January, using a specifically compiled mailing list aiming to target the self employed and small farmers. (The key target groups were self employed and small farmers aged between 35-45 and 55+ years old, although it was not possible to buy data on the basis of age.) The DM pack included:

- a. A personally addressed letter from Judith Donovan, explaining the issue and campaign, and inviting farmers to make the promise.
- b. A green 'promise knot': a symbolic knot to baler twin to place around the farm to highlight key hazards and act as a reminder of the promise to come home safe.
- c. A poster for the workplace with a reminder of the campaign, and trailing the leaflet and knots.
- d. A tear off slip and return envelope to enable farmers to register their details with HSE and request fulfilment:
  - i. A new booklet 'How lives are lost on British farms', giving brief case studies of real work related fatalities, and short tips on preventing common types of accidents.
  - ii. Up to five more promise knots
  - iii. And in 10,000 packs only, an incentive offer of a pocket torch.

(3) Supporting **on-line banner adverts** and click-throughs reflecting the trade ads.

(4) **Press and PR activity**, with Judith Donovan as HSE's spokesperson.

This included:

- (1) Three press releases: publicising the agriculture fatal accident annual report in December; to accompany the DM launch in early January, tailored to England, Wales and Scotland; and reporting on the high campaign response in late February, with supporting quotes from the NFU and Unite, the union.
- (2) Judith undertaking over 20 interviews in the new year, followed by a syndicated interview in February.
- (3) Judith Hackitt's interview on BBC Breakfast.
- (4) Publicity at the NFU Annual Conference on 16 February, including a photo call with Judith and NFU Vice President, Paul Temple, plus a tailored letter from Judith with a copy of the leaflet for all delegates on the first day.
- (5) A by-lined article by Judith for sell-out to the farm trade press, March.

(5) **HSE on-line:** A campaign landing page on HSE's website to enable online registration and requests for 'How lives are lost' and extra knots, with a pod cast from Judith in February on the campaign and progress to date.

### **Phase 1 review – key findings and lessons learnt**

2. A range of evidence was gathered to review the impact of the initial phase and lessons for going forward, including:

- (a) The number of responses to Prolog, who processed the DM reply slips, on line and phone requests for fulfilment.
- (b) An analysis of responses to the DM using COI's Artemis tool.
- (c) A small, quantitative and qualitative market research survey, undertaken by Continental Research for COI with farmers who were sent the DM, included some who responded and some who didn't.
- (d) I-level's digital report on on-line activity.
- (e) A media evaluation report undertaken for HSE by Echo.
- (f) Free Farmer's Weekly advert impact survey for ads w/c 5 December
- (g) Informal feedback collected by HSE staff.

#### **What did we find?**

##### **(a) Uptake and cost**

3. Prolog processed a total of 6,708 orders up to and including 22 April 2009, of which:

- 5403 used the DM reply slip
- 1160 were online requests
- 144 were phone requests and
- 1 fax request

4. This gave an extremely high response rate to the DM of at least 8% (based on the 5403 reply slips directly attributable to the DM campaign). Respondents requested 6,708 copies of the booklet, 1355 torches, and over 17,000 additional promise knots. The market research also found preference for DM as a communications channel.

5. The Artemis analysis undertaken by COI, which compared the campaign performance with other government campaigns they've analysed, showed the total response rate was 4 times higher than the COI Artemis average for direct mail, and more than 30% more cost effective. The response rate was 70% higher with the torch incentive.

##### **(b) DM – messages and tone**

6. The 'business to business' tone of the mailing sat very well with the audience, who felt the issues they faced were understood, resulting in a very high response to engage with the campaign.

7. The market research with farmers receiving the DM found that overall they saw it as worthwhile; that it had stand out (from numerous direct mailings they receive); that its tone and language were largely right, demonstrating HSE has empathy with farmers and understood what they do, which made the respondents feel appreciative towards HSE making the effort.

8. The market research found the DM was positively received and reacted to, whether or not the farmer actually responded: it was widely read amongst both. There was good claimed usage of the Promise Knot, with some split opinions on liking and disliking it. Researchers found the mailing created word of mouth spread – prompting discussion with family. It largely reminded and encouraged thinking about safety and there were good levels found for being told something new.

### **(c) Fulfillment – booklet, knot etc**

9. The knot elicited mixed reactions, some liked it, others thought it was gimmicky, but it certainly generated discussion, including on farming blogs.

10. Use of simple case studies was extremely effective with the target audience. The booklet reinforced the case studies farmers had seen in the mailing. Farmers felt they reflected the kinds of accidents that can happen to them and covered a wide range of accidents with which they were familiar. The booklet urged them to keep reading, where the case studies were effective and thought provoking as well as being relevant. They felt they were accessible and easy to read and the 'advice boxes' were short and easy to digest. Again, criticism related to the imagery not being hard-hitting enough and there was a desire for advice presented as relating to what farmers could have done to prevent accidents, not what they didn't do. Some felt disappointed that the booklet had not been sent as a part of the first mailing.

11. Most farmers questioned who sent off for the booklet did so because they were motivated to educate and protect others, rather than for themselves, e.g. family members, visitors to the farm and other staff. Some had received a booklet via a friend which appeared to have greater gravitas compared to receiving it directly from HSE. Those who hadn't sent off for the booklet liked it when they saw it, but reasons given for not requesting it included inertia and a belief that the booklet would not tell them anything they didn't already know.

### **(d) Trade press and media coverage**

12. The independent media evaluation report concluded that the message penetration and overall rating achieved by coverage was highly impressive. The campaign appeared in 160 articles between December 2008 and March 2009 with 93% receiving assessed as favourable to the campaign. Of these the negativity was minimal (although of the two negative pieces, one was in the Sun). The overall average rating per article was an impressive 65.3 (favourable items have ratings between 51 and an extremely favourable 100).

13. The campaign was most visible in the regional press – Wales & SW and Scotland led the coverage - with presence in national and trade publications lacking. As the trade press is key for a farming audience, this must be better addressed in PR activity for the next phases.

14. The support of the NFU was highly visible and enhanced the campaign's credibility. The most supportive items stemmed from HSE press releases with commentary from Judith Donovan, the NFU and Unite, the Union. The critical articles focused on farmers who saw the campaign as patronising and a waste of money.

15. The aim of the campaign, to remind farmers to come home safe, was well positioned as the leading message, and on average articles included two of our key messages, which constitutes excellent penetration.

16. The Farmers' Weekly survey of readers rated the trailer adverts on 5 December as having the highest recall, clearest messaging, and were the most persuasive of the adverts in that issue.

### Conclusions from Phase 1

17. Phase 1 of 'Make the Promise. Come Home Safe' has struck a chord with farmers and major stakeholders, and is seen as noticeably different from previous HSE campaigns. This is a good platform for us to build on.

18. DM, a hitherto untested channel has provided a significantly higher than usual response rate with a farming audience. It is liked by this audience and we should make further use of it as a channel.

19. In terms of the scale of the challenge going forward, the majority of farmers in the market research believed safety is a priority (more so for farmers with young families), that simple actions can be taken to prevent accidents and accidents are largely preventable. But at the same time, around 2 in 5 of them also believe accidents are inevitable and are difficult to prevent, likely due to time and/or financial constraints as well as 'impractical' health and safety equipment. And most respondents claimed they are well informed on H&S issues.

20. It is impossible to put an accurate figure on the total level of target penetration from activities to date but a mid-range estimate would suggest that in targeting ~70,000 farmers with DM, Phase 1 engaged directly with approximately 20% of the target audience of small and family farmers. We need to do more placement activity (not necessarily paid) in the farming trade press.

21. We have also received unprecedented support from the National Farmers' Union in England, and their Scottish and Welsh counterparts, and other industry stakeholders.

### Future phases of the campaign

22. Work has been scoped with Judith and the agencies to extend the campaign over the next two years to March 2011, under the proposition: "Make the promise; keep the promise; share the promise."

23. This will involve:

- building a dialogue (or ongoing customer relationship management (CRM)), with the 6708 farmers who have already responded to the DM, and sharing advice on safe working practices that will help them to keep their promise;
- re-engaging with the ~60 000 non-responders to the initial DM, to encourage them to make the promise; and

- utilising key influencers and stakeholders, including farmers' wives, to help farmers make and keep the promise, and extending the invitation to make the promise to other farmers not in the original target group.

24. Over time, the proposal seeks to encourage farmers within the target audiences to take ownership of the campaign.

25. Detailed further phases are in development, with targeted activity with the responders in the early summer.

26. We intend to continue with dedicated public relations and public affairs support for the campaign and would like to continue to utilise Judith as HSE's spokesperson. To help broaden the campaign appeal and put down a marker for the issue, we propose to arrange a Parliamentary reception in the late autumn of this year.

### **Farming shows, publications and internet pages**

With an eye to campaign activity and in support and other of Judith's recommendations, we have also:

(1) **Reviewed HSE attendance and activity at agricultural shows**, which alongside SHADs and investigations, are HSE's main face-to-face contact with farmers. Judith recommended a re-focussing of effort on those shows where the business area is clearly defined to maximise the target audience of farmers and their families, as opposed to members of the public.

**Interim outcome:** The outcome is a list of 35 events which it is believed are worth supporting in 2009/10, based on qualitative information summarising the nature and current justification for attendance, level of staff support (where known), the potential for working in partnership, and the opportunities for press and publicity events. These will utilise the 'Make the Promise' campaign theme and material.

**Next steps:** The list is not static and will be kept under review. Shows will be added or removed in the light of further and better intelligence and experience. At the same time, Phase 2 of the campaign is currently under development (see above).

A more strategic, better targeted and co-ordinated approach to attending agricultural shows and technical events is under development. The approach will address the challenge of targeting farmers and their families with an imaginative programme of events and involve the use of centrally developed materials and products that reflect core corporate messages and Agriculture Revisited at all shows.

To this end, the Sector proposes attending a number of shows that HSE has not previously supported to evaluate their potential for promoting and supporting the Initiative, to build new partnerships and to establish appropriate methods of delivering key messages.

**Conclusion:** Given gaps in our intelligence as to the potential value of the show programme, it is proposed that the 2009/10 show season be treated as a transitional year during which further and better information on events is collected and evaluated, the criteria for attendance and supporting materials for Phase 2 of the campaign are developed and progressively made available to support a revised show programme for 2010/11 and beyond. (Further information available on request.)

(2) Reviewed our **farming publications** to assess fitness for purpose, and undertaken a major revision to Farmwise, HSE's main, comprehensive guidance document on farm risks and preventive measures, which is being published again as a free publication in May. We are currently working to ensure it is appropriately placed within the campaign, and publicised through other routes (eg it will go to farmers' as part of DEFRA's ambassador packs sent to those who use the Whole Farm Approach).

(3) Refreshed our **agriculture intranet pages**, which went live on 27 March, to make them more user friendly and include an 'ask an expert' section, building on Judith's recommendations and HSE's new house style. Further information on the campaign will

shortly be available directly through HSE's agriculture pages, and support page(s) will be developed to reflect future campaign activity.

(4) Explored and costed Judith's proposal for **inspectors to visit local farms when they investigate a farming fatality** and distribute a leaflet 'A death on the farm' as a way to ensure information is shared. This was agreed to be costly and had some reputational risks attached. After discussing alternatives, it was agreed to try a suggestion by the FOD NW partnership manager for a local NFU branch to review recent farming fatalities at their regular meetings, and hopefully encourage NFU to do this out more widely.

## Farming Safety and Health Awareness Days (SHADs)

### SHADs

1. Proactive inspection is not thought to represent a cost-effective means of intervention to improve and sustain standards of health and safety for the self-employed and family farms.
2. In the last 10 years, at the same time as a progressive reduction in operational resource directed to farm inspection, SHADs have come to be regarded as an effective vehicle for getting key safety messages to farmers through practical, face to face scenarios, delivered by external trainers. In that time we estimate that ~12% (43,000) of the potential audience of ~350,000 family farmers, self-employed farmers and farmers employing up to four workers have attended a SHAD. Since 2004 operational resource has been directed to the investigation of serious accidents and to following up non-attendance at SHADs; proactive visits only being made to farms targeted within a region for a specific hazard project e.g. visits associated with vulnerable workers.
3. HSE/08/24 made specific recommendations for developing SHADs. In response, three pilot events have been carried out designed to:
  - test the feasibility of contracting out the delivery of events;
  - establish the costs associated with different methods of delivery;
  - test the impact of the new model invitation process; and
  - seek ways to reduce costs while delivering more events.
4. The comparative costs of the contractor, FOD and Sector managed pilots are set out below:

Element	Contractor pilot	FOD pilot	Sector pilot
	£	£	£
Lantra costs	7512.08	7472.61	7208.68
Contract management + stewards	2990.67	-	800.00
Venue / catering	2538.00	2761.25	1550.00
HSE staff + T&S costs	6659.34	10003.60	9273.01
Accommodation – trainers + stewards + HSE staff	1110.00	1596.00	1152.00
Misc.	1717.73	582.74	1611.07
<b>TOTAL</b>	<b>22,527.22</b>	<b>22,416.20</b>	<b>21,594.76</b>

5. Whilst contracting out delivery is potentially attractive, the contractor pilot did not identify the potential for significant savings; nor that it would facilitate greater flexibility in

delivery. Additional costs in connection with the procurement process and administering the contract(s) need to be factored in as do possible risks to the current relationship and contract with the training delivery partner, Lantra Training.

6. On balance, we believe there is insufficient evidence as yet on which to base a decision as to the future management of SHADs and we propose to further explore the comparative costs, benefits and risks of contracting out during 2009/10.

7. What is clear is that, the SHAD programme would benefit from strategic management of the design and delivery of a programme of event, including linking data generated for other work streams under the Initiative. Work undertaken for the training and VQs element of Agriculture Revisited, also leads us to conclude that SHADs are likely to be the most effective form of training for many of the older, self-employed and family farmers who are hard to incentivise into undertaking other, more formal types of training or qualifications.

8. The invitation model proposed by Judith significantly increased the response rate to invitations, and in the process provided useful qualitative information; although there was concern expressed about the approach by some FOD Divisions. Some further work is required to come to a decision on the final form and content of the invitation model, to improve targeting and to dispel misperceptions about the form, content and purpose of SHADs, with both external and internal stakeholders.

9. It is proposed that:

- 2009/10 be treated as a transitional period in which further information and evidence is collected and evaluated; particularly as regards the management of SHADs, the target audience and the invitation model;
- revised arrangements be finalised by early 2010 and be in place no later than the beginning of 2010/11; and
- in the interim, Judith's model invitation process be used and data collected on respondents in accordance with the protocol set up for the pilots, HSE resource at SHADs be reduced to save costs, and targeted follow up activity with non-attendees be continued.

10. FOD have agreed to deliver 24 traditional farming SHADs in 2009/10, 6 more than in 2008/09 and 17 of these are already in the pipeline. In addition the Sector will support proposals for innovative events eg in conjunction with partners, building on feedback during the pilot phase.

11. Further information is available on request.

## Equipment and Supply Chain Work Stream

### Background

1. This work stream builds on Judith's proposals aimed at reducing machinery-related fatal incidents on farms, and was developed and agreed with the Agricultural Engineers Association (AEA), the British Agricultural and Garden Machinery Association (BAGMA), and the NFU will work in partnership with HSE to help deliver the outputs.

### Targets

2. There are a range of audiences who all have a role to play, directly or indirectly:

- farmers who buy, use and maintain equipment
- designers and manufacturers
- equipment suppliers, dealers and maintainers
- others who sell machinery, eg auctioneers, and
- providers of training, the education sector and professional bodies.

### Messages

3. Specific 'safe machine' messages are needed to support the 'high level' messages in Agriculture Revisited. These will be incorporated into the messages for the farmer audience as part of future phases of the 'Make the Promise campaign' as selecting the right machine, maintaining and using it safely will help farmers to "keep their promise to come home safe".

4. The key areas where we need to convey clear messages to encourage and help farmers adopt good practice and to improve compliance to reduce fatalities related to equipment and machinery used in farming are:

- safe design and integrity of equipment
- buying or selling the right equipment for the job
- safe use
- safe maintenance.

5. There are also key messages and actions for manufacturers, dealers and auctioneers, etc, where the role of the trade associations are potentially two-fold:

- **To ensure compliance** by their members in doing their jobs and so contributing to safety (eg through safe design and selling safe machinery appropriate for the task, practising and demonstrating safe maintenance on farms, at shows, etc), and
- **To act as a conduit** to get messages to farmers, through their day to day business and interactions that are a win-win for HSE, the trade associations and their members, and farmers.

### Outputs

27. The priority outputs for this work stream are:

#### 1. 'SAFE MACHINE' MESSAGES AND MATERIALS

To have a 'safe machinery' element within the 'Make the promise' campaign, emphasising key messages to help farmers 'Keep the Promise', developing supporting materials and channels for promulgating the messages as part of future campaign phases.

Develop messages – done FY 08/09.

Input to supporting materials and channels – Q1 & Q2 2009-10

Collate case studies on benefits from good practice or simple maintenance – by end Q4 2009/10

PR opportunities through use of a 'liveried' tractor (or other effective portable means) to highlight safety features - through a pilot project with AEA and its members, for use at shows etc – available from Q3 2009-10.

## **2. GUIDANCE**

To produce simple & practical guidance on machinery safeguarding and use of new and second-hand equipment for users, manufacturers and suppliers. This will present standards and relevant regulations (SMSR, PUWER etc) in plain language and provide more specific advice on legal requirements to compliment the high level messages in the campaign and general guidance in Farmwise, again helping farmers and intermediaries to keep their promise.

### **Produce detailed guidance structured for designers/manufacturers, dealers/suppliers, users/farmers – for publication by end Q1 2010**

Based on revision/update of the out of print HSE publication HSG 89 "Safeguarding Agricultural Machinery – Advice for Designers, Manufacturers and Users", to create 3 new separate web-based 'industry guides (preferably available via trade body websites) for:

- designers/ manufacturers,
- suppliers/dealers and
- users/purchasers

### **BAGMA Vehicle Health Check Scheme (VHCS) – for publication Q2 2009**

To revise/update existing guidance booklet to provide up to date guidance on vehicle maintenance for dealers and users.

**3. SECOND-HAND/USED MACHINERY** To improve level of compliance of used/second-hand machines 'as sold', eg by developing new agreements with auctioneers organisations.

Review and reissue HSE guidance (SIM 01/2006/03 which includes guidance and checklist for sellers and buyers) - for publication Q4 2009-10

Publicise and apply guidance eg at auctions, through dealers etc - Q1 2010-11 onwards.

**4. TRAINING** To raise awareness of legal requirements, good practice availability of training.

**Dealer SHADs** - Safety & Health Awareness Days for suppliers & dealers emphasising their legal duties and business opportunities to improve maintenance of equipment on farms, by design, and promulgate h&s/MTP messages directly to their farmer customers. Three SHADs with BAGMA end Q3 to start Q4 2009-10. Depending on success, repeat and expand in 2010-11 with FOD support.

**'Professional operator/driver' training** - To develop, establish and promote take-up of tractor driver and machine operator 'refresher' training by 'experienced' farmers/workers. Promote concept 09-10 and develop training packages 2010-11.

**Other training activity** - Linked to farming SHADs, demos at dealer open days, etc.



## Training and vocational qualifications – improving competence

This project contributes to Agriculture Revisited by helping to improving the health and safety competencies of those working in farming through education and training, with an emphasis on the achievement of nationally recognised health and safety vocational qualifications (VQs), building on HSE work to date.

Recognising the picture in training is complex, and with Judith's agreement, the AIAC took a paper last November which reviewed the issues and sought AIAC's views on the way forward. This summary reflects the priorities agreed with AIAC and is lead by the Sector with the input and support of an AIAC working group, including representatives of land based colleges, and the land based Sector Skills Council (LANTRA). The elements are closely related.

### Summary of key activities and deliverables (with principal outcomes shown):

(1) Promotional work on VQs to focus specifically on some of the larger farming organisations or groups who may be receptive to the business benefits of training.

- To include a **training seminar/event** to promote VQs with those potentially receptive to training, Autumn 2009.
- Review, monitor and possibly repeat in 2010.

(2) A renewed effort to **identify "drivers for uptake"** and other **incentives to encourage uptake of the VQs** within the industry.

- Identification and promotion of mechanisms and other "drivers" that will encourage uptake of the VQs eg The Agriculture Wages Order – ongoing.

(3) VQs will be pursued more vigorously through the **land based college network to facilitate greater uptake among those who are new to the industry or about to join it**. Promote with colleges Spring 09 for uptake Autumn 09.

(4) To **identify & promote viable sources of funding**, subsidies, grants and other financial assistance **as a means of incentivising and supporting uptake of the VQs**.

- Influencing the land skills agenda and funding opportunities offered by the Regional Development Agencies and equivalent funding bodies - ongoing.

(5) To **produce learning materials to support delivery of training** in colleges

- Working with the colleges, production of a portfolio of learning materials for use by students and college staff, for incorporation in curricula by Autumn 09.

(6) To work with awarding bodies to ensure the qualifications continue to meet **educational and quality assurance standards**. Includes assessing feasibility for an on-line academic institute. Ongoing.

## Stakeholder engagement

To date, the Sector have:

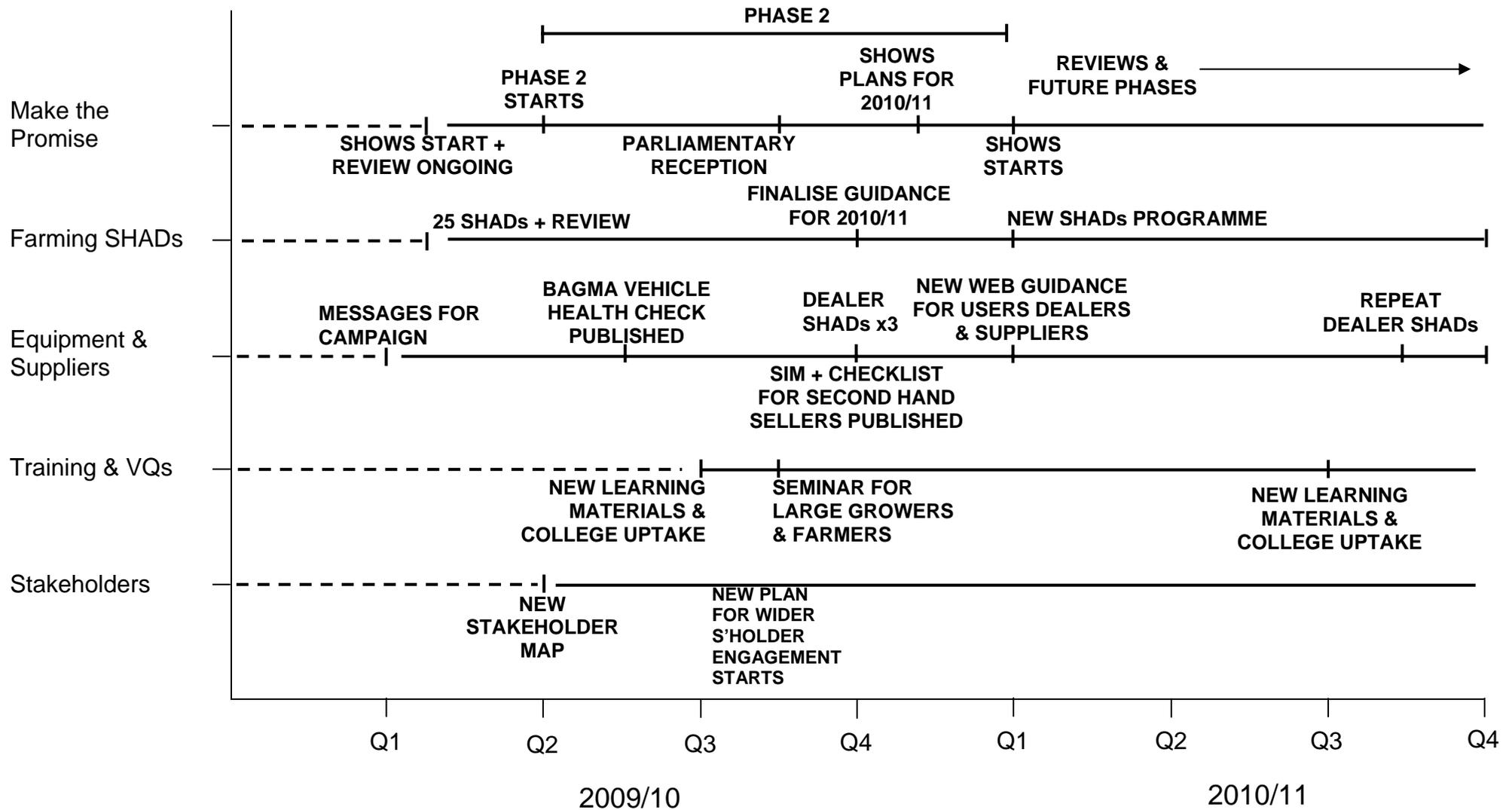
- Initially refreshed their farming stakeholder map, and are collecting possible new stakeholders arising from Judith's contacts, feedback from the campaign etc.
- with Judith's help, got AIAC fully behind the Agriculture Revisited initiative and work streams, with input through their plan of work, through support on working groups, with offers to promote campaign materials etc;
- extended the AIAC membership to include BAGMA, and will be discussing membership again with Judith and AIAC in the summer to see how it can be further extended while kept a manageable size.

In developing the Make the Promise Campaign, there is a key role for stakeholders to help spread the message – many have already expressed willingness to help. The value of working with and through partners has been highlighted in recent CD and COI work reviewing HSE's campaign activities.

Since Christmas we have been seeking to successfully recruit a communications specialist on a temporary six month contract, working to CD and the Sector to undertake a more systematic root and branch stakeholder mapping and planning exercise on farming stakeholders, and will use the results later in 2009/10 to further inform Sector and campaign activity in subsequent phases.

# Agriculture Revisited - initiative overview and high level delivery plan

Annex 7



Notes: (1) Plus ongoing review activities, governance and internal communications, and major review point overall in Q3-4 2010/11.  
 (2) There are considerable interdependencies between the work streams not shown here.

## Agriculture Revisited initiative - overview

