



Moving Goods Safely in London 2005-6

**Report to Project Board
28 February 2006**

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MOVING GOODS SAFELY IN LONDON 2005-6

1 Summary

- 1.1 HSE's London Pilot Project which ran in 2002-3, developed a new, more effective, approach to delivery of HSC/E's agenda in London. An approach intended to meet health and safety needs of the Capital and of the people who work in it. Key elements included:
- Joined up working within HSE and with London stakeholders - providing worthwhile work for all staff;
 - Partnership with the London Boroughs- later given shape by HSE's Local Authority Strategic Partnership (LASP);
 - Maximisation of impact on the Revitalising Health and Safety (RHS) targets by recognising that risk does not confine itself to fixed sites.
- 1.2 The "movement of goods" emerged from the London Pilot as a natural target for HSE and the London Boroughs. And what became the Moving Goods Safely Project (MGS) had clear potential:
- as an innovative programme of work to achieve targeted improvements in health and safety; and
 - as a means of translating single-issue topic based campaigns into meaningful and practical delivery on the ground.
- 1.3 The challenges presented to HSE and LA teams by MGS were similar. Both were asked to stitch together a number of single-issue initiatives within one over-arching project and represent them in their existing planning processes. In addition, in order to achieve this degree of integration and cooperation, a substantial combined team was needed to coordinate and manage the project. And this suffered the effects of the high level of staff movements that characterise working in London.
- 1.4 Initially, MGS was defined as:
- A supply chains project delivered by LA-led combined teams across Borough boundaries, looking at the retail sector in the main; and
 - Contributions to the *Backs!* and *Watch Your Step* initiatives at appropriate times in the year;
- all within an over-arching approach by which the risks arising from the movement of goods would be the focus of visits wherever possible.
- 1.5 As the year progressed, work tended to be categorized as HSE and LA working together across London; working in individual teams; or working in small combined teams – sometimes across borough boundaries. In summary:
- Working together across London - supply chain teams, each led by an LA inspector and incorporating HSE inspectors, began management systems inspections of twelve organizations. Four have reported successful completion and the remainder are either continuing or on hold. Smaller teams have identified five other issues best addressed by

joint HSE/LA working across borough boundaries and achieved substantial impact;

- In individual borough teams or in small groupings working across boundaries, LA inspectors addressed local issues involving the movement of goods with considerable success. In some instances, the targets were obvious, e.g. warehousing. In others less so, e.g. a complete shopping centre. A considerable amount of moving goods activity was also encountered and dealt with in the course of routine inspections and some of the issues identified have much wider implications, e.g. industry standards for packaging;
- HSE teams generally found an LA-enforcement dimension to local initiatives and these were then pursued in partnership. But they too were able to cover MGS at a substantial proportion of individual inspection visits, several of which have developed a national dimension. Patterns of high-risk activities have been identified from visit reports and inspectors' ratings, which will inform future targeting.

1.6 HSE's Corporate Science and Analytical Services Directorate (COSAS) has commissioned the Health and Safety Laboratory (HSL) to carry out a brief evaluation of MGS. This will be based on subjective information gathered from a range of project participants, regulators and duty holders.

1.7 A huge amount of progress was made in all areas despite the impact of the London Bombings, the introduction of COIN (HSE's new computer database), staff losses in both LAs and HSE, and the usual operational contingencies. The overall conclusions are that the concept is a good one and that a suitable model for national roll-out has been provided. In the continuing absence of good intelligence to inform precise targeting, inspectors can and do apply their local knowledge and experience to home-in on recognizably high-risk activities such as the movement of goods. Working in partnership and taking issues down to root causes (i.e. beyond what goes on in one part of an organization, into the management system), has an overall effect considerably greater than the sum of its parts.

2 Aim

To work in a London-wide partnership with local authorities to reduce injuries and ill-health arising from the movement of goods.

3 Objectives

- 3.1 To identify the key activities giving rise to the greatest incidence of injuries and health problems in the movement of goods, across the sectors enforced by HSE and local authority partners;
- 3.2 To develop an effective model, for working in partnership with local authorities and HSE's Programme Teams, to substantially reduce this incidence across London;
- 3.3 To trial this model within the parameters set by the HSC/E Strategy during the 2005/6 work year and HSE's Operational Programme, taking into account all relevant elements of the Strategy for FOD London;
- 3.4 To develop an effective model in London, for working in partnership with LAs, to be rolled out nationally in 2006/7;
- 3.5 To investigate the potential benefit from London LAs (and HSE) working together, of reducing the number of approaches to chain employers while improving the quality of the

overall intervention that results.

4 Background and Justification

- 4.1 The project was designed to make a contribution to meeting the RHS targets which, for HSE, form part of its Public Service Agreement.
- 4.2 UK economic growth has resulted in more people buying more goods and a greater demand for consumer services. This is certainly true in London. There has been a growth in the movement of goods to meet the demand from e.g. increased Internet shopping. The CBI estimated that road haulage saw a 50% increase in employee numbers between 1991-2001. Moving goods involves several of HSE's and LAs' priority topic hazards: workplace transport, musculoskeletal disorders, slips and trips, and falls from heights. It also crosses all sectors and involves LA and HSE enforcement. It can be difficult to tackle in its entirety because of the number of players involved in supply chains and the need for good communication and cooperation between them to prevent accidents and ill-health.
- 4.3 In 2002-4, reportable (RIDDOR) injury figures for London, across all enforcing authorities, showed a total of 31,155 reported injuries. The table below shows numbers and percentages of total injuries of each kind across different work sectors. For example, handling in public administration accounts for 13% of all handling injuries reported.

Sector	Handling	Slips and trips	Hit by moving vehicle
Total number of injuries reported	10123	8668	551
Transport, storage and communication <i>Supply chain, Royal Mail, warehouses</i>	2673 (26%)	2220 (26%)	171 (31%)
Public administration and defence <i>LAs as dutyholders</i>	1307 (13%)	1162 (13%)	106 (19%)
Wholesale and retail <i>Supply chain, warehouses, 'routine' LA work, shopping centre</i>	1223 (12%)	969 (11%)	88 (16%)
Health and social work <i>NHS trusts</i>	995 (10%)	604 (7%)	5 (1%)
Manufacturing <i>'Routine' HSE visits</i>	861 (9%)	608 (7%)	48 (9%)
Real estate, renting and business activities <i>'Routine' LA work</i>	643 (6%)	629 (7%)	40 (7%)
Hotels and restaurants <i>'Routine' LA work</i>	520 (5%)	485 (6%)	9 (2%)

(NB: *Italics show initiatives within MGS which were relevant to the sectors listed*)

4.4 The key kinds of accident were:

- Handling – 32% of all reported injuries;

- Slips and trips – 28%;
- Being hit by moving/falling objects – 12%;
- Being hit by a moving vehicle accounted for only 2% of all reported injuries, but 12% of reported fatal incidents.

4.5 The sectors with the highest numbers of reported injuries were:

- Transport, storage and communication – 23% (NB this does not mean that the injuries occurred at transport depots/warehouses)
- Public administration – 14%
- Construction – 12%
- Retail – 9%

5 Scope

5.1 The Moving Goods Safely concept concentrates on the movement of goods within supply chains, within organisations and within premises. It can be used as a tool to address the key kinds of accidents in the sectors where they occur. All activities involving the movement of goods were potentially within the scope of the project, and nearly every organisation moves goods of some sort at some time. Thus, the aim was to allow as much scope as possible for LA and HSE teams to identify areas of work that would make the biggest contribution to our targets. There was a wish to make MGS an underlying theme of all regulatory work in London. In practice, the scope was limited by:

- A SW London pilot, which had explored team working with LA partners and, after early planning, identified the potential for a supply chain “sub-project”. The findings informed the supply chain specification and protocols;
- FOD’s Operational Plan which prescribed the direction of London FOD resources to a significant extent;
- London LA strategies, priorities and resources;
- Concentration of the project within FOD London Division, rather than other directorates and Construction Division;
- Early discussion about targeting which took into account the Workplace Transport report prepared by BOMEL (a statistical analysis company employed by HSE), the experience of both LAs and HSE, and local knowledge.

5.2 The work that emerged fell into five main categories discussed further below under “Communications” in Section 8 and in Section 9 under the following headings:

- LAs and HSE working together across London – supply chain work;
- Other LAs and HSE joint work - local projects involving one or more LAs;
- LA work;
- HSE work.

6 Governance

The governance arrangements for the project are set out in Annex Y.

7 Resources Used

- 7.1 LA Inspectors – Annex R provides a detailed breakdown of time spent on the 494 inspections recorded on the HELA web site by those LAs who used the system. Much less data are available in relation to the 2059 “MGS-themed inspections” recorded on LAs’ own individual databases. Some LAs recorded very few contacts and some none; a few have substantial health and safety teams, in others the teams are very small; – it is therefore difficult even to estimate the total resource contribution London LAs made to the project. It is clear, however, that the resource committed was very substantial in many cases. And it may prove possible to analyse data further through each borough’s individual database.
- 7.2 HSE Inspectors - Annex W provides some indication of how a total of about 220 HSE inspector (contact) days recorded on FOCUS against the “MGS” keyword was distributed between sectors. A further substantial commitment was made to briefings/promotional events for duty/stake-holders. And a further substantial allocation was required for attendance at briefing events by inspectors. Not only at the two major events attended by LA colleagues which combined MGS with Backs! and S&T briefing - but also at a number of team briefings throughout the year. Given that, in the current work-year, 52 inspector contact days is taken to represent an “inspector year”, it can be seen that the total B3/4 resource committed to MGS represents a substantial proportion of the division’s operational resource for the year. Discounting the 33% of that total operational resource which is taken up with reactive work, it seems that something of the order of 40% of the available pro-active field resource in FOD London (27 inspectors) was channelled into MGS-related activity.
- 7.3 HSAO Time – there is no straightforward way of retrieving data on the commitment of B5 Health and Safety Advisory Officer time to MGS. But, given their roles in:
- Gathering intelligence for pro-active inspection; and
 - Preparing for and delivering briefing/promotional events; it seems reasonable to assume that their contribution was of the same order as that of inspectors – if a little less; perhaps 30% of the time of 12 HSAOs.
- 7.4 Management time – there would be little point in trying to quantify the management resource committed to the project because HSE does not do this generally. There would be no basis for comparing MGS to other projects - particularly so as much of this work involved relationship-building at the HSE/LA interface. And some of this was only necessary because of the developing nature of the Partnership. However, it is important to record that:
- a substantial proportion of the time of the LASP B2 and LASP- attached B2-equivalent was taken up with MGS - and that this work began six months before the project itself did;
 - the same was true of the contribution of LA Team Managers and HSE’s Head of Operations, London;
 - the contribution of HSE’s B2 managers began later, at the work-planning stage around April but went on to include substantial partnership working as did that of the Intermediaries Team Manager who led on Communications for most of the project.

A subjective assessment would suggest that:

- had resource been available, the appointment of a full-time B2/3 Project Manager would have resulted in the smoother running of MGS;

- a dedicated project “lead” would be essential in circumstances typical of other, larger divisions where it would be even harder to develop and maintain a divisional focus on an initiative throughout the year.

8 Communications

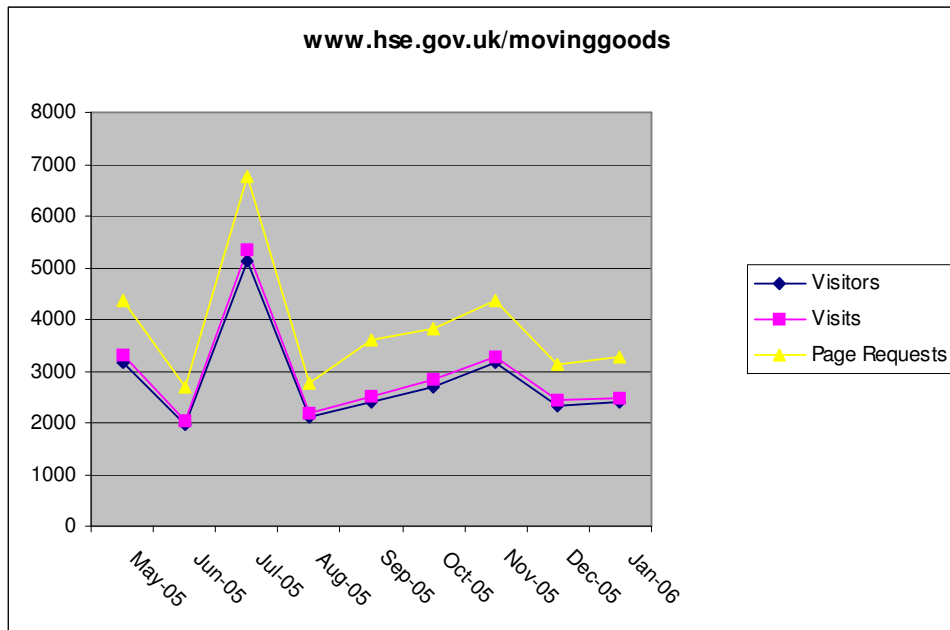
- 8.1 At an early stage the Project Manager recognized that good internal, external and partnership communication was vital for the London Moving Goods Safely Project. A communications lead was appointed and a plan written which set out the target stakeholders and their potential influence. It also identified the key messages and the communication activities with timescales. A copy of the plan is at Annex Z.
- 8.2 The Project Board provided the communication steer for the project and required feedback from the Project Team on progress at Board meetings. Members of the Project Team sat on the Project Board were able to provide a direct line of communication.
- 8.3 Core members of the Project Team formed the key internal, external and partnership communication channel, meeting Programme staff, attending Team and Board meetings, as well as meetings of the Association of London Environmental Health Managers and the London Health and Safety Liaison Group. A member of the MGS Project Team also sat on the project teams for the Backs 2005 campaign and the Watch your Step Campaign 2005.

8.4 Branding

It was important to have a branded identity and logo for the project. HSE’s Communications Directorate produced the logo used on the title page of this report to help promote the overall MGS brand across the diverse package of work.

8.5 Website <http://www.hse.gov.uk/movinggoods/index.htm>

A sub site of the main HSE website, was used to publicise and explain the project and its activities. It is linked to other stakeholder websites, holds all current and previous editions of the Moving Goods Safely Dutyholder Newsletters, and gives quick access to all the guidance and protocols for LA and HSE Inspectors to use. A brief evaluation of the website revealed nearly 24,000 visitors to the site. Annex BB gives more detail about website ‘hits’ and the graph below shows when they occurred.



8.6 e-mail account

Alongside the website, there was an MGS email account, which received many queries from interested organisations, some of whom have continued their interest to the extent of being involved in the planned workshops for dutyholders.

8.7 Briefings

The Project Team arranged two briefing sessions for HSE and LA Inspectors. For practical reasons, these had to be co-scheduled with the Backs and Watch Your Step briefings. This was not ideal, as it made the sessions rather long and required some mixing of messages. The first briefing set out the proposals, and the second was used to keep up momentum with staff giving presentations on MGS work already underway.

8.8 Newsletters

Two series of monthly newsletters, 'MGS News', were produced for regulators and dutyholders respectively. Content was similar but sometimes had to be anonymised for the dutyholders version.

8.9 Publicity

More effort was put into awareness raising than publicity. There was insufficient resource to do both, exacerbated by staff turnover in the London office of the Government News Network (GNN) and consequent lack of continuity. Publicity examples include:

- 'Freight' magazine article;
- Freight Industry Yearbook article – planned;
- Two articles in Environmental Health News;
- Local press articles following Bexley SHAD;
- TGR Sound radio interview covering MGS (radio station covering the Bexley area);
- Local press articles following Bromley efforts for Watch Your Step campaign;
- Other LA initiated local publicity e.g. LB Hackney issued press releases on MGS and on their supply chain work;
- End of project publicity – planned to follow consideration of this report by Project Board, and to coincide with a dutyholder event.

8.10 Promotional Events

There have been a number of promotional events and presentations giving the MGS message:

- Bexley MGS Safety and Health Awareness Day (SHAD) for LA and HSE enforced SMEs. Analysis of attendees response sheets and a follow up report are at Annex Q ;
- 'Sign up' event – to engage LA elected members, the Partnership Team held an event at Shakespeare's Globe in July 05. Elected members were briefed on MGS and 32 of the 33 London LAs have now signed a statement of intent for partnership working;
- MGS stand at Broadcast Production Show, Earls Court;
- MGS and Backs presentation to British Retail Consortium Safety and Risk Control Committee;
- MGS presentation to audience of 35 SMEs at Enfield Business Essentials Exhibition;

- MGS presentations at South East Region TUC Safety Reps conference – estimated audience of 200;
- MGS presentations at London Business Advice Open Day - ~80 SMEs representatives in the audience;
- MGS presentation to All London Health and Safety Forum – audience of 25 LA corporate H and S managers;
- MGS presentation to IOSH London H and S Group – audience of public service H and S professionals.

8.11 Planned events to communicate lessons learned

The Project Board recognised the need to communicate lessons learned from the project, both internally and externally. This report will help to do this, but a number of events are also planned for audiences of dutyholders and regulators:

- Camden 'drop-in' Slips and Trips event to include MGS angle – March 2006;
- Workshop for dutyholders in the delivery business – March 2006. See Annex AA for more detail;
- Workshop for supply chain participants – date to be announced;
- Wash-up event for regulators – date to be announced.

9 **Description of Field Work**

Field work fell into the categories listed in Section 5, and is described more fully below.

9.1 LAs and HSE working together across London - Supply Chain work

- 9.1.1 In London there has been a decline in the manufacturing industry alongside a rapid growth in sectors such as warehousing, haulage and home delivery, and in the service and hospitality industries. Many of these directly support the retail sector in traditional stores, or in the rapidly growing Internet and mail order sectors. Across all industry sectors, somewhere in the region of half of all reported work-related injuries in London occur when the injured person is away from a fixed place of work. Significantly, injuries are increasingly reported in businesses where there is overlap of enforcement responsibility between HSE and local authorities.
- 9.1.2 Both inspection and investigation have traditionally been premises oriented, and the rapid and significant changes in the profile of industries in London have resulted in health and safety standards in large sectors of industry being poorly regulated. A joint approach with local authorities was necessary in sectors where enforcement demarcation is complex as delivery of goods can easily move back and forth between HSE and LA enforcement as it progresses. This work was identified as justifying a distinct initiative within the broader MGS Project.
- 9.1.3 The initiative was piloted in late 2004/5 in a small number of supply chains by HSE and LA Inspectors in the South-West Quadrant of London. Joint visits were carried out to four large organizations to identify areas of overlap and to check the feasibility and desirability of a joint approach. These pilot visits identified that there was scope for joint working and the sharing of knowledge and expertise was deemed to be of benefit to both parties.

- 9.1.4 Areas of common interest were discussed between local authorities and HSE. Four industry sectors were selected for inclusion in the 2005/6 MGS Project – food retail (supermarkets), national DIY retailers, white goods delivery and drinks delivery. Approximately forty suitable businesses were nominated by Quadrants and twelve businesses were selected. Contact was then made in writing introducing the initiative.
- 9.1.5 Inspection protocols for initial head office visits and site visits were drafted giving the lead role for each team to an LA inspector, reflecting the balance of resources within the teams, the majority of which would be provided by local authorities. Briefing material was drawn up to assist both HSE and LA inspectors. Briefings were then to be held with all team members but these were interrupted by the July bombings followed by the holiday season. This material was eventually issued as a CD-Rom. The lack of face-to-face briefing was a key factor in some of the problems that were experienced later – see “Lessons Learned” in Section 11.
- 9.1.6 Team leaders sought agreement for the proposed work from other local authorities within their quadrant. They were then asked to convene an initial team meeting to discuss how the inspection protocol would be applied to their particular business. Discretion was given to vary the form, timing and approach of the inspections within the broad limits imposed by the protocol. The two fixed points were:
- An initial head office visit to find out how the target business and its supply chain were organised; to assess the health and safety management system in place; and to identify other dutyholders that may fall within the scope of the inspection campaign; and
 - A series of visits to fixed sites, peripatetic activities and contractors as agreed at the initial team meeting. In some cases, this work has concluded, in others it is still on-going.
- 9.1.7 In summary, progress to date is as follows:
- Four projects have been completed. One is complete in London for this year but will continue next year as part of an ongoing national programme of inspection;
 - Five projects were delayed but are progressing;
 - One project was cancelled due to enforcement action;
 - One project was cancelled due to closure of the main depot.
- 9.1.8 See Annexes A to L for interim and final project reports.

9.2 Other LAs and HSE joint work - local projects involving one or more LAs

- 9.2.1 A number of local joint projects developed where LA and HSE interests overlapped, but where the full supply chain approach was not appropriate. These are described in Annexes M to Q.

9.2.2 An early idea for a cross-pavement delivery project did not develop as envisaged, partly due to the number of other projects with a cross-pavement element. This is an area which would benefit from further work and may be included in MGS work in 2006-7. In the meantime, the Royal Borough of Kensington and Chelsea is likely to submit a LASP Science and Technology funding bid to look at guidance relating to the use and maintenance of pavement hatches.

9.3 LA work

9.3.1 The Moving Goods Safely Project needed a tool to estimate regularly the input of Local Authorities. It was not practicable to interrogate all the 33 different computer databases, so LAs were asked to record their MGS and supply chain inspections on the HELA Training Co-ordination website (which is now accessed via the Extranet). This enables the Project Team to extract data on LA inputs centrally.

9.3.2 Unfortunately, this meant duplication of data entry for the LAs who also had to update their own databases. Some Boroughs decided against using the website due to the resource implications; however one Borough using the website stated that each additional entry only accounted for another 1-2 minutes and could be accommodated.

9.3.3 In total, 22 of the 33 London Boroughs used the website to some extent. Boroughs who did not use it understood that they would have to produce their own data at the end of the project.

9.3.4 Using the two systems, London LAs report 2,553 MGS visits in total. They are analysed in more detail in Annex R.

9.4 HSE Work

9.4.1 More than 480 MGS visits were recorded on the FOCUS database up until the end of January 2006. A small proportion of these were investigations of injuries and complaints, which informed a number of interesting workstreams covered below. The majority were pro-active inspections where performance was rated against risk control indicators used throughout FOD. And in 52 instances, the rating indicated the need for enforcement action. This is the best available indication of the extent of HSE enforcement activity within the project as the Notices served may have covered a wider or narrower range of issues than MGS and it would be difficult to design a meaningful search.

9.4.2 Where did we go?

The majority of the 450 MGS inspection visits made by FOD London staff were to sites which were not covered by any of the other MGS workstreams described elsewhere. Operational groups were asked to use the latitude which was available to them within the national campaigns and projects— i.e. Backs!, Watch Your Step and the other programme directed work - to focus on the movement of goods wherever possible. It was particularly helpful that dispensations were given in the FOD Plan for Musculoskeletal Disorders (MSD) and Workplace Transport (WpT) visits to cover all MGS topics – i.e. MSD, WpT and Slips and Trips (S&T). Similar use was also made of any headroom found within the national plan – particularly in the Services Groups, as reported in Annexes U and V.

9.4.3 To this extent, MGS was a pilot for Programme Directed Inspection, which is to be introduced across FOD in 2006/7. But the fact that Backs and Watch Your Step were concentrated in brief periods of a few weeks and the influence that the managers of these projects, quite reasonably, wanted to exert on targeting, meant that the focus of MGS swung between MSD, S&T and WpT over the course of the year. The absence of

a discrete WpT campaign meant that WpT received less attention than would, ideally, have been the case.

9.4.4 Within the restraints indicated, it was intended that the visits selected by the groups should be to organisations/sites with risks involving movement of goods and, where these could be identified, to poorer performers within this category. Managers were briefed on the use of data generated by BOMEL for the WpT Programme and they were provided with a “tool” for this purpose. But in practice this was found to be of little help and more reliance was placed on:

- Lists of targets provided by Backs! and Watch Your Step
- Common sense and experience – e.g. targeting sites and businesses which were bound to have goods in/out areas and significant movement of materials/products within and around buildings
- Using the inspection ratings from previous visits to avoid good performers (although at times it was necessary to try to find some of these for publicity purposes).

9.4.5 What did we find?

It is difficult to summarise hundreds of FOCUS contact narratives in a meaningful way. The MGS2 Project Team may wish to carry out further analysis but, for the purposes of this report, it is not considered appropriate to go further than a brief analysis of the Inspection Ratings given after the visits. These are expressed in percentage terms in the table at Annex W.

9.4.6 It is convenient to comment on the figures by grouping visits under three headings:

- Visits where the site was probably selected to meet the requirement of a national programme or campaign. In these cases, possible links between risk topics are evident (in the table) which would not have been picked up at a single topic visit
- Visits where the sites were selected on the basis of local knowledge – and as a result of the prevalence of such sites in London.
- Visits to sites which were natural to the project by its very nature

9.4.7 Sites selected as a result of other projects:

- Food and Drink – generally (relatively) poor across the MSD indicators but, predictably, significantly poorer in relation to S&T - and with respect to contaminated floors in particular. It is hard to imagine that the incidence of injuries is not influenced by this MSD/S&T linkage. In-depth work is continuing with coffee bean and rice importers/processors with a view to influencing the size of sacks;
- Metals – predictably poor in the area of MSD assessment and avoidance of trips but the implied risk at sites due to WpT was demonstrated quite graphically in an in-depth intervention with one steel handling company, which is on-going;

[Photograph of steel handling to be inserted here in hard copy version of report]

- Wood and Furniture – national projects took inspectors into woodworking premises – to look at dust – and to a small number of bed manufacturers. These industries, which are connected historically, both seem to combine an inability to instruct/train/involve staff in relation to MSD risks, a tendency to unsafe sites for WpT and some prevalence of tripping and slipping risks;

- Bus Companies – four only were picked up in the context of an ongoing local project. The point worth noting is not that one of them seems to have been bad at managing MSD risks but rather that all were considered acceptable re WpT. Because there have been five recent, serious incidents - three of them fatal – involving buses hitting pedestrians in London depots. This should prompt a review of the risk indicators inspectors refer to at such sites.

9.4.8 Sites selected on the basis of local knowledge:

- Local Authorities (LAs) – the London boroughs employ large numbers of staff and Services groups visited a number of them. Some visit reports are summarised at Annex U. It is worth noting that here and in the analysis of 46 LA “contacts” at Annex W, that the finding under MSDC is very much in keeping with evidence from a separate programme of in-depth management systems inspections that the groups are carrying out as part of the Public Services Programme (PSP). LAs seem to be rather better at putting risk control systems in place and providing training than they are at ensuring their use. The awarding of “4”s at almost half of the visits is the most striking evidence of poor performance in the whole table and may go some way towards explaining the high rates of sickness absence in the sector – a key target for several HSE Programmes;
- Hospitals – it must be stressed that these visits were to look at the movement of goods (i.e. not patients) so they took inspectors to areas not normally covered at such PSP-directed inspections. One evident implication in Annex W is that, despite all the effort that has gone into patient handling, MSD risks are generally, badly managed. Also, surprisingly, although the majority of crowded hospital sites were considered relatively safe for WpT, a significant proportion of drivers and vehicles were not. The incidence of unsafe floors and tripping hazards is well known but no less worrying. And the fact that, hospitals appear to be worse overall than almost any other type of site when it comes to the movement of goods, should be of interest to the PSP;
- Printing – this is one of London’s traditional industries and, despite the introduction of high technology, it appears that traditional, unsafe approaches to the manual handling of goods prevail at many companies. This must be exacerbated by the poor management of WpT at many sites visited.

9.4.9 Sites selected on the basis of an obvious connection with MGS:

- Transport - although 21% of sites visited were poor at MSD training and a surprising 25% had sites unsafe for WpT, there is not much evidence here to suggest that concentrating on visiting transport companies will reveal the real problems giving rise to risks in the movement of goods;
- Warehouses – only a small number of visits were made but the pattern is similar in relation to MSD with the possible added factor of more tripping hazards.

9.4.10 On-going work and emerging implications for MGS2

Findings at Transport and Warehouse sites, taken alongside other reports above, appear to imply that if MGS2 is going to get to grips with the challenge presented by the movement of goods, it will need to take inspectors into manufacturing and public sector sites. Only here will they see the interface between the transport companies and the

staff/management systems of the higher-risk groupings of undertakings. On-going work described briefly at Annex X also has interesting implications which will be examined further in the proposed workshop described in Sec 6.

10 Key Outcomes

- 10.1 HSE statisticians had informed the Project Team, that analysis of e.g. injury data, on a London basis, would not be statistically significant. So we are unable to use this as a route for evaluating the success of the project.
- 10.2 However, COSAS have commissioned an evaluation report from HSL. This is looking at a sample of the projects and a very small selection of the 'routine' work. The researcher is interviewing inspectors and dutyholders to get a subjective view of the impact of the work, as well as how the partnership side has contributed. A draft report of emerging findings is expected by 17 February, to attach to this report in time for the final Project Board meeting on 28 February. The full report is not expected until 31 March.

11 Successes and Lessons Learned

Successes	Lessons learned
PLANNING AND PROJECT MANAGEMENT	
<p>Experience in MGS suggests that programme-directed inspection does not require micro-management in the field - rather, inspectors require scope for developing their own local initiatives and finding solutions. But a surprising amount of resource/effort is required to communicate MGS and, crucially to inform local targeting. Which necessitates dedicated project management resources.</p>	
<p>An early decision was taken that, despite the complexity of the project, we should keep formal documentation to a minimum. This approach was generally welcomed</p>	<p>In a project involving a wide range of LA and HSE staff working together, project documentation needs to be:</p> <ul style="list-style-type: none"> • Carefully designed at the outset; • Explained to all those who need to use it; • Used consistently throughout the project.
	<p>MGS would have been easier to manage and deliver had it been recognised at the Programme Planning Stage by the relevant topic programmes, resource allocated to it and the necessity for fitting it into single-topic campaigns thereby avoided</p> <p>MGS in London was, in essence, an early example of programme-directed inspection.</p>

	<p>Programmes appear to have drawn some lessons from it already but the emerging plans for fieldwork in 2006/7 still appear to have a strong sector/topic slant which may leave the national MGS2 somewhat isolated at the end of the year.</p>
<p>RESOURCES</p>	
<p>A substantial degree of flexibility was possible when meeting resourcing challenges in HSE as a result of the involvement of the entire London management chain</p>	<p>A dedicated project “lead” would be essential in circumstances typical of other, larger divisions where it would be even harder to develop and maintain a divisional focus on an initiative throughout the year – and respond to staff movements</p>
<p>TARGETING, RECORD KEEPING AND IMPACT EVALUATION</p>	
<p>It was very easy to find the synergy between MGS and the MSD and WpT Programmes. (For one thing "drivers" are the biggest group of employees reporting back injuries).</p>	<p>More work is needed in MGS2 to look at the potential connection between the activities going on at workplaces and the slipping and tripping risks identified by inspectors in MGS.</p>
	<p>It was intended that an ‘intervention logic model’ would be developed over the course of the work year in cooperation with COSAS. Despite a lot of effort,</p> <ul style="list-style-type: none"> • the capacity for effective pre-targeting; and • measurement of impact and evaluation of programme directed inspection initiatives; - <p>still appear to be beyond our reach. We have had to settle for a very limited evaluation exercise which will report well after the end of the project.</p>
	<p>MGS in London has generated a substantial number of questions which require further work and awareness of good practice which should be shared as soon as possible. It was not realistic to plan to end the project after 10 months; provision is needed for work to continue so as to maximize the benefit.</p>
<p>LAs delivered a very large number of MGS visits. 20% of these were recorded on the HELA website. The number of boroughs recording in this way increased as the project progressed.</p>	<p>Many LA visits came to light only at the end of the project. LAs use a variety of different databases and it is not possible to interrogate them directly. Some means is needed for tracking LA input to FIT3 work without disproportionate effort.</p>

<p>One supply chain team benefited from involving FOD's Construction Division, albeit rather late on – see Annex J.</p>	<p>Construction Division were not much involved in the London MGS project. However, movement of goods is a pertinent issue for the industry and MGS2 could usefully consider how to link with Construction Division nationally.</p>
<p>Due to the high profile of the MGS Project, the health and safety head of one borough was asked by senior management to comment on transport strategy.</p>	
<p>PARTNERSHIP</p>	
<p>While the aim of the project refers to LAs and HSE working in partnership, there has been another result that was not formally anticipated. By being brought together more regularly by the Partnership Team, working on the same priorities and on joint projects, London LA health and safety teams have come together on a much broader basis than previously. This has led to closer relationships between them and recognition of their common aims - and is viewed as an extremely positive result.</p>	
<p>The Partnership Team has given regular updates to the London H and S Liaison group, and there is now a standing item on the Association of London Environmental Health Managers (ALEHM) agenda for "Feedback from the HSE". This attendance is appreciated by these groups</p>	
<p>The role of the LA secondee in the Partnership Team has facilitated easier communication with the LAs. Having a serving LA officer in the FOD division has helped break down barriers and forge better communication channels and helped to properly target messages</p>	
<p>COMMUNICATIONS, INTERNAL AND EXTERNAL</p>	
<p>The Moving Goods Safely theme has been marketable as it encompasses a number of the priority topic areas (MSD's, Slips, Workplace Transport) and provides a coherent discussion area at inspection visits</p>	<p>It is difficult to bring together several time-bound single-issue campaigns into one multi-topic inspection project and this should be avoided wherever possible, to prevent confusion due to mixed messages</p>

<p>The website has received a huge number of 'hits' and there has been considerable interest via the email account</p>	
<p>Whilst inspectors and duty-holders within industry sectors readily identified with the concept of MGS, it was surprisingly difficult to communicate the concept of activity-focussed inspection across the sectors. Clear branding of the project, consistency in communications and vigorous championing were of crucial importance, as they will be in MGS2.</p> <p>The MGS briefings for LA and HSE inspectors were well attended and welcomed. Many opportunities were found to promote MGS at other, more general meetings</p>	<p>The London bombings of 7 July 2005 disrupted communications badly as key meetings with supply chain team leaders had to be cancelled. We can now see that this led to severe delays in some supply chain work. The desirability of early, face-to-face briefing cannot be overstated</p> <p>It is difficult to be sure that MGS messages get to all the LA and HSE officers who need it. For instance e-mail messages to LAs go to one LA contact in each borough, who is then relied upon to cascade it. We do not know how well this is done in reality. It is probably unrealistic to consider larger e-mail lists, as they would use huge resource to keep up-to-date.</p> <p>FOD London internal communication is easier to maintain than communications with the 33 Boroughs. FOD London's Head of Operations meets weekly with the Band 2 Managers at a Keeping in Touch meeting. It was still difficult to maintain the communications momentum as other "overriding" priorities came and went over a 10-month period.</p>
<p>We were able to find a good number of opportunities to publicise and talk about MGS with a wide range of stakeholders.</p> <p>At least one senior manager in a supply chain initiative company was found to have been influenced positively by reading the Freight magazine article.</p> <p>The Moving Goods newsletters for both regulators and duty holders, 'MGS News' has gone out regularly each month. This has worked in getting the targeted messages across</p> <p>Several large organisations made contact with the project team as a result of visiting the MGS web page Some have made valuable contributions; others plan to become involved in 2006.</p>	<p>A lack of communication resource meant that there was less publicity than we would have liked. Attempts were made to bring in GNN but with little success</p> <p>It would have been difficult to maintain the high profile of MGS over the course of the year – both within and outwith the enforcing authorities - without an effective Communications Lead and a strong LASP contribution.</p>

SUPPLY CHAIN	
The head office visits were broadly successful. It is vital that the head office visit should involve both the team leader and the HSE inspector.	A certain amount of confusion could have been avoided and better engagement by the target companies achieved, if the initiating letter had been sent out by the supply chain team leader, rather than by the project coordinator in HSE.
Retail supply chains were particularly appreciative of the central approach. This was expressed by the BRC and individual retailers	
On the whole, constructive relationships were struck up between supply chain teams and their target companies.	
The intention was to try different approaches so that lessons would be learned which could be applied to future work. In some cases, this was effective and enthusiastically received and different models emerged, for example, in two cases the teams worked closely with the Fire Authority, others did joint visits to all premises and in others the HSE Inspector's role was limited to those areas where HSE are the enforcing authority.	
The most successful projects met before the head office meetings, were carefully planned, and had a clear agenda and clearly defined roles	The audit approach to inspection is complex and demanding. More consideration should have been given to the level of experience required for the roles of "supply chain team leader" and "team member".
RESOURCES	
The project realised a good deal of the potential resource available in LAs to work in partnership and deliver results.	The resource demands of LA licensing work under the new regulatory regime were greater than originally anticipated. It delayed the start of the inspection phase in many cases and reduced the resources available. This pushed back the inspection phase into Christmas, an unpopular time to visit retail premises. Some teams postponed their inspections to beyond the Christmas period and as a result have not completed. It is hoped that this will be less of a problem in the future as the regime matures.

12 Conclusions

- 12.1 MGS represents worthwhile work for health and safety inspectors and more can be achieved if LA and HSE teams work together on it. Dutyholders too are positive about the supply chain approach and welcome the attention being given to moving goods.
- 12.2 MGS begins at the specification/procurement stage because;
- what is ordered and
 - the form it is ordered in
- dictates what goes onto a vehicle at the start of a supply chain.
- 12.3 There should be scope for influencing a wide range of industry standards for size and form of packaging – e.g. in relation to food products; water and other drinks; sealed window units; and stone slabs - with a view to reducing risks along the chain.
- 12.4 There is potential for cooperation and communication, between enforcing authorities and participants in the chains alike, which could lead to better management of risks at crucial points.
- 12.5 Large organizations who have goods to deliver easily identify with the concept of MGS. Many may have something to offer in terms of equipment and/or management systems but there does not appear to be a forum for the sharing of good MGS practice at present.
- 12.6 Some big players are moving in the direction of empowerment of trained delivery staff - to assess and manage risks encountered at the point of delivery. Others are moving in the opposite direction and relying more on pre-assessment of deliveries by competent staff. Neither solution is adequate on its own - in terms of protecting;
- those who move the goods to the vehicle for loading
 - the delivery staff or
 - those who move goods to the point of use at at their destination.
- 12.7 For many of the regulators involved, Moving Goods Safely has been a very new way of working - from both the partnership angle and the project-directed brigading of a limited range of priority topics. The supply chain work posed a number of further challenges. There was a great deal of 'front end' communication work. It took a long time to embed the MGS concept in the minds of LA and HSE regulators and to gain acceptance for the extra recording tasks, despite vigorous attempts to communicate. The effect has been cumulative, with more work still going on, more supply chains delivering reports and more boroughs recording work on the HELA website than at the outset. All this supports the wisdom of continuing with MGS to reap more benefit from all the effort which has been invested in the project.