FOREST OWNERS ASSOCIATION

STRATEGIC SAFETY PLAN

2009 - 2011

Prepared by

New Zealand Forest Owners Association Inc
Education Training & Safety Committee 2008/2009
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Develop and sustain workplace environments that encourage and support individual's thinking for themselves about safe productivity.

1. Executive Summary

Over the past decade forestry has made significant progress in reducing accidents resulting in serious injury. More recently progress has slowed. The challenge now is to reinvigorate injury prevention and continue the drive towards Zero Serious Harm.

The NZ Forest Owners' Association (FOA) Strategic Safety Plan (SSP) has been developed to take up this challenge. In early 2007 the Education, Training & Safety Committee (Safety Committee) identified a handful of aspects that were, in its view, holding back safety improvement. With the assistance of a facilitator and 'Theory of Constraints' process, a committee sub-group set out to test the validity of the Committee's assumptions, crystallize its own improvement thoughts and work out how to make the transition from the safety state and outcomes we have today to what was seen as a desirable future state. At the conclusion of this process the group found itself with a far clearer understanding of the persistent issues, conflicts and compromises that are made at worksites on a daily basis, many of which are detrimental to both safety and productivity.

Improvement opportunities identified during this process have been reviewed, prioritised and drafted into the plan under two key safety improvement themes; Safety Culture & Leadership and Safety Simplification. Under each theme three project areas, eight sub-projects and a number of objectives have been identified. These are portrayed in the Strategy map (figure 8). The Safety Committee recommends that these projects be the focus of the FOA's near term strategic safety improvement efforts. Benefits of improving performance in these areas will include reduced harm, reduced costs and increased productivity and profitability.

This plan covers the period 2009 - 2011. Three strategic projects are recommended as a focus for safety improvement during this period.

2. Introduction

The early sections of this document contain the key principals behind the strategy; describe the plan development process and the basis for the strategic initiatives chosen. Industry background information has been included, as have key safety statistics. Both assist in putting the plan and proposed projects in context, and provide compelling reasons why improvement is needed.

Section 4 contains the Strategy map (Figure 8) and project detail. If this is your specific area of interest you may choose to proceed straight to this section.

Key Principles

The Safety Committee's goal is to develop and sustain workplace environments that encourage and support individual's thinking for themselves about safe productivity. This includes individual involvement and contribution in developing, maintaining and improving the safety culture within their crews and company. As such this three year strategic plan focuses on improving leadership, safety culture, worker capability and simplifying codes, standards, guidelines, plans and work rules. Clear and fair enforcement is also within scope.

The plan is based on two guiding principles.

Firstly, safety led actions or initiatives developed and committed to under this plan must be smart, simple, compelling and must contribute to improving safety and productivity in forestry operations. Essentially these are gateway criteria. As such any scope extension or new safety actions or initiatives planned by FOA that do not meet these criteria should be closely scrutinised to assess the value they will deliver.

Secondly, the plan must have alignment with the Department of Labour's (DOL) Workplace Health and Safety Strategy for New Zealand to 2015 (WHHS). It must also align with any social or safety elements of the Association's overall strategic plan and not conflict with strategic safety objectives developed by stakeholder organisations, for example those of the Log Transport Safety Council (LTSC) (appendix 2) and the Forest Industry Contractors Association (FICA).

The WHSS is guided by four principles (Prevention, Participation, Responsibility and Practicality). FOA believes the Safety Culture and Leadership and Safety Simplification themes, the foundation of its safety improvement strategy, have a strong alignment with these principles. Specifically, we believe there are very strong linkages between our strategy and WHSS objectives 2a, 2b, 2c and 3a (figure 1).

> FRAMEWORK FOR ACTION

VISION

Healthy People in Safe and Productive Workplaces

OUTCOMES

1 Government Leadership and Practices

Government promotes a high level of workplace health and safety performance in New Zealand, and has excellent health and safety practices in its own workplaces

2 Preventive Workplace Cultures

Workplaces have values, attitudes, practices and systems that prevent harm to people at work

3 Industry Leadership and Community Engagement

Industries lead improvements in workplace health and safety practices, and there is strong support for workplace health and safety in the wider community

OBJECTIVES

1a Set high government expectations for workplace health and safety in New Zealand and ensure that regulatory standards are achieved

1b Provide leadership in workplace health and safety through the government's roles as an employer and purchaser

1c Improve co-ordination and alignment of government agency roles and activities

2a Increase the recognition among business owners, directors and senior managers that health and safety benefits their business

2b Increase the commitment and capability of managers to systematically and effectively manage workplace health and safety

2c Ensure that workers participate effectively in processes for improving workplace health and safety

3a Develop and implement industry-led initiatives to improve workplace health and safety

3b Encourage and enable industry and community leaders to promote workplace health and safety to their networks and communities

3c Raise awareness and understanding of workplace health and safety in the wider community

ACTIONS

The Strategy identifies broad actions within each objective.

The action plans list specific deliverables to be implemented

NATIONAL PRIORITIES

Airborne substances · Workplace vehicles · Manual handling · Psychosocial work factors

Slips, trips and falls · Vulnerable workers · Small business · High-risk industries
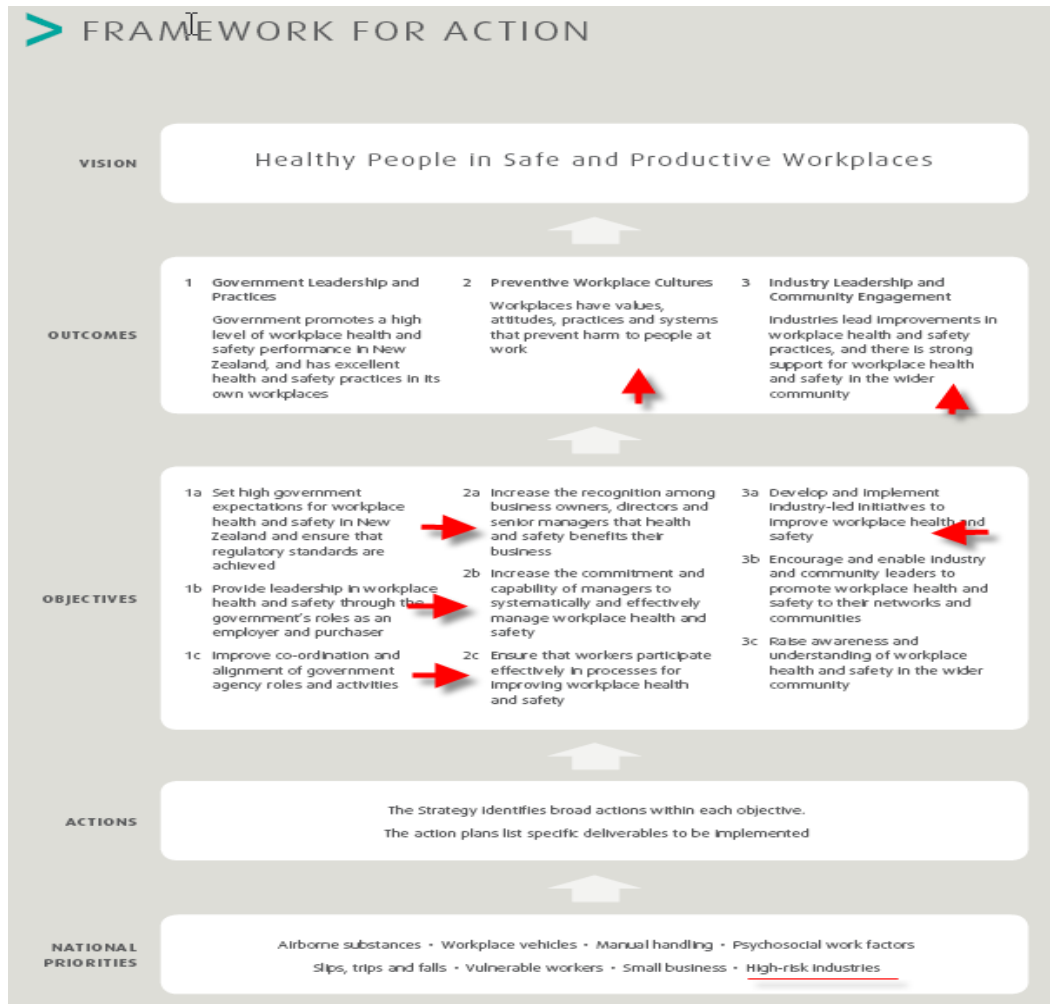
Figure 1

Background - Developing the Strategic Safety Plan

An invitation to develop a safety strategy was extended to the FOA's Education Training & Safety Committee by Department of Labour (DoL) representatives in January 2007. The invitation, partly in response to issues of concern raised by membership in late 2006, came with a message of encouragement to take this opportunity to clearly establish the future direction of safety and health for the industry. At that point it was intended that the strategy would address the concerns raised, act as a vehicle to progress a number of issues that DoL considered

warranted a more strategic approach, allow the industry to address the bigger safety and health picture and progress a number of improvement opportunities.

Following internal discussions the committee came to the view that a strategic initiative in the area of simplifying safety management systems would be beneficial.

A three stage process followed.

Firstly, a limited consultation process was initiated. The sector was surveyed to seek views on the future direction of safety and health management. The survey sought opinions on simplifying standard industry policies and procedures, the use of standard measurement (and potentially compliance certificates), and the setting of clear consequences for non-compliance.

Secondly, a committee sub-group commenced work on the initial scope of the Safety Simplification Plan. Titled "Towards a Unified Health & Safety Strategy", it identified six key issues that, in its view, were holding back safety improvement.

These were;

- Inconsistent interpretation of legislative requirements;

- Inadequately defined operational standards and rules;

- Inconsistent enforcement of non-compliance;

- Enforcement not directly linked to nature of non-compliance;

- Varying forest owner process/outcome requirements;

- Competing monitoring/auditing and documentation standards.

The third step involved the engagement of an independent facilitator to assist the group to crystallize its improvement thoughts and work out how to make the transition from the safety state and outcomes we have today to what we saw as a desirable future state.

As a result of this process the group found itself with a far better understanding of the persistent issues, conflicts and compromises we all make that are often detrimental to safety and productivity. The key compromise (in general terms) is that "we only follow the rules that work for us". To make a successful transition to a new order of safety and health and "a sustainable industry exhibiting safe and competent behaviours", this compromise needs to be addressed.

In addressing this compromise, the question becomes how do we go encourage following the rules or structuring rules in such a way that they are easy to understand and the value of following can be seen**?**

We believe a key part of answer lies in improving the workplace environment. Safety and productivity will improve if investment is made in developing leadership, growing and improving workplace cultures and coaching individuals, not only about safety culture, but also communication, planning and work organisation. Another part of the answer lies in simplifying the existing network of documentation and relationship between safety management systems, codes of practice, best practice guides and company rules. Finally we believe there are benefits to be had in clarifying enforcement options and to an extent stronger and more consistent enforcement for the recalcitrant.

"New Zealand planted forests are a major part of the New Zealand economy, providing a range of sustainably managed products, and acknowledged as an integral part of the country's regional development".

3.   Industry Background (Forestry)

Vision

FOA's vision is that "New Zealand planted forests are a major part of the New Zealand economy, providing a range of sustainably managed products, and acknowledged as an integral part of the country's regional development. They are also recognised as a major component in New Zealand's contribution to meeting the effects of climate change and addressing a range of other environmental challenges".

Mission

Its mission is "to actively promote sustainable commercial forestry in New Zealand with a view to creating a favourable economic, political and social climate for the profitable operation of members' businesses."

Characteristics

The FOA is a voluntary organisation representing the interests of commercial forest growers, facilitating cooperation and coordination within the forest industry. FOA member companies collectively manage around 1.4 million ha of rural land, 80% of which is planted in trees, and represents approximately 80% of the national forest estate.

Key Industry Facts:

Forest products exports for the five years to June 2008 averaged NZ$3 billion, accounting for 10% of New Zealand's merchandise trade. The forestry contribution to GDP in this period was 3% and is forecast to significantly increase its share over the next 15 years.

Plantation forest covers approximately 1.8 million hectares. (Total area of New Zealand is 26.7 million hectares). This equates to 7% of New Zealand's total land area.

Plantation forest harvest in 2008 was just over 20 million cubic metres, with 14 million cubic metres processed in New Zealand and 6 million cubic metres exported as logs, with the capability to increase to around 30 million cubic metres p.a. in the near future if market conditions and competitive domestic operating environment allow.

Legislative Duties – Safety & Health

Forestry's safety and health standards and requirements are governed by a legislative framework consisting of, but not limited to, the Health & Safety in Employment Act 1992, Hazard Substances and New Organisms Act 1996 and associated Regulations, Codes and Guidelines.

An aspect, perhaps unique to forest owners, is that due to the diversity of their businesses, they often find themselves having to manage the HASE Act's requirements relating to employer, employees, principals, controller of the place of work, recreational users, non authorised visitors (trespassers) and manufacturers and suppliers of plant. And that's inside the forest gate! These responsibilities can extend onto New Zealand's road network and ports.

These layers of responsibility lend weight to the desirability of simplifying the current regime of standards, compliance and consequences.

Overall Safety Performance

While there has been a steady reduction in the number of workplace fatalities in the sector it is unacceptable that anyone should lose their life or suffer serious harm in the workplace. FOA is committed towards achieving Zero Serious Harm and the execution of the safety initiatives within this plan will contribute towards achieving this goal.

Fatality Rate

The recent fatality rate is shown in figure 2 below. While the industry cannot rest until the fatality rate reaches zero, it is making progress toward that goal.

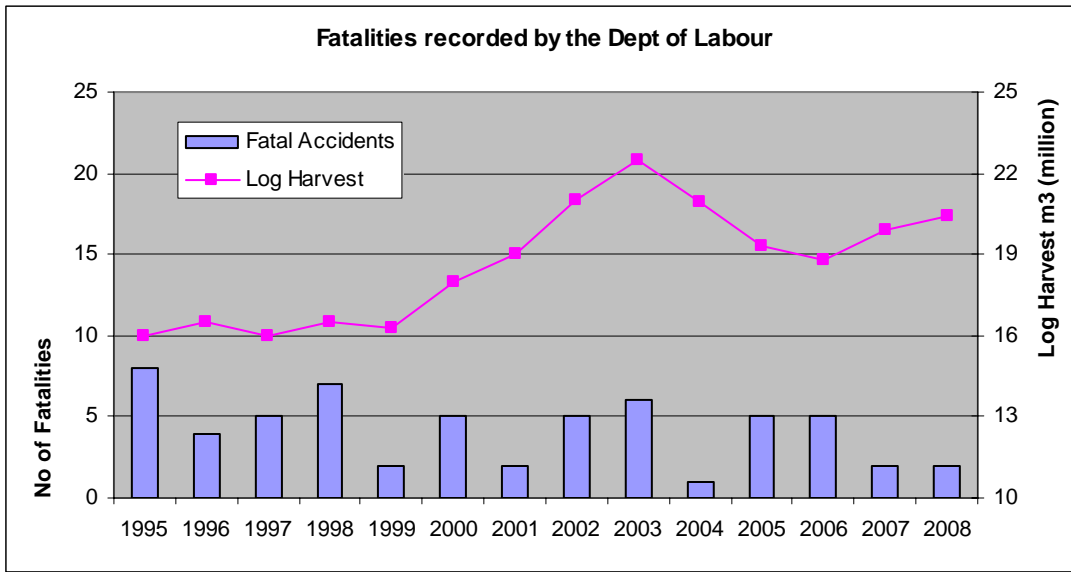**Fatalities recorded by the Dept of Labour**

Figure 2

Data Sources: Analysis of Fatal Logging Accidents 1988 to 2005 - FICA Report October 2006 - Dept of Labour statistics (2008 , 6 months to Dec) - NZ Forest Industry Facts & Figures 2007/08 (NB: Fatality data was analysed on the basis of a July to June year (for instance July 2003 to June 2004 was reported as 2003 data))

Accidents resulting in Serious Harm

The industry has made progress in reducing Serious Harm injury accidents requiring ACC support (figure 3). Whilst not shown on the graph, it is important to note that there has been an increase in the number of forest workers requiring ongoing assistance from ACC. This implies that many accidents are having a major and prolonged impact on the lives of those involved.
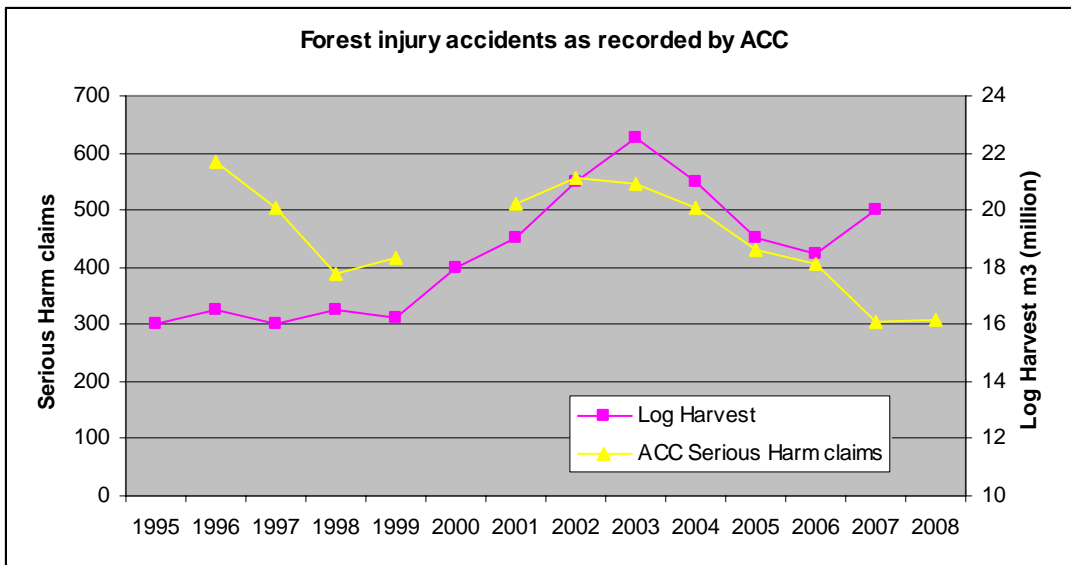
Forest injury accidents as recorded by ACC

Figure 3

Injury & Severity Frequency Rates

Short term trends in accidents resulting in injury that require time off work to recuperate (LTIFR) are shown in figure 4. Unfortunately there has been no improvement in the last 3 years. As at Dec 2008, there were approximately 16 Lost Time Injuries (LTI) per million hours worked. The Total Injury Rate (TIFR) has also remained relatively stable over the same period. The Severity Rate has ranged between 10 and 16 days lost per LTI over the same period with a negative trend.
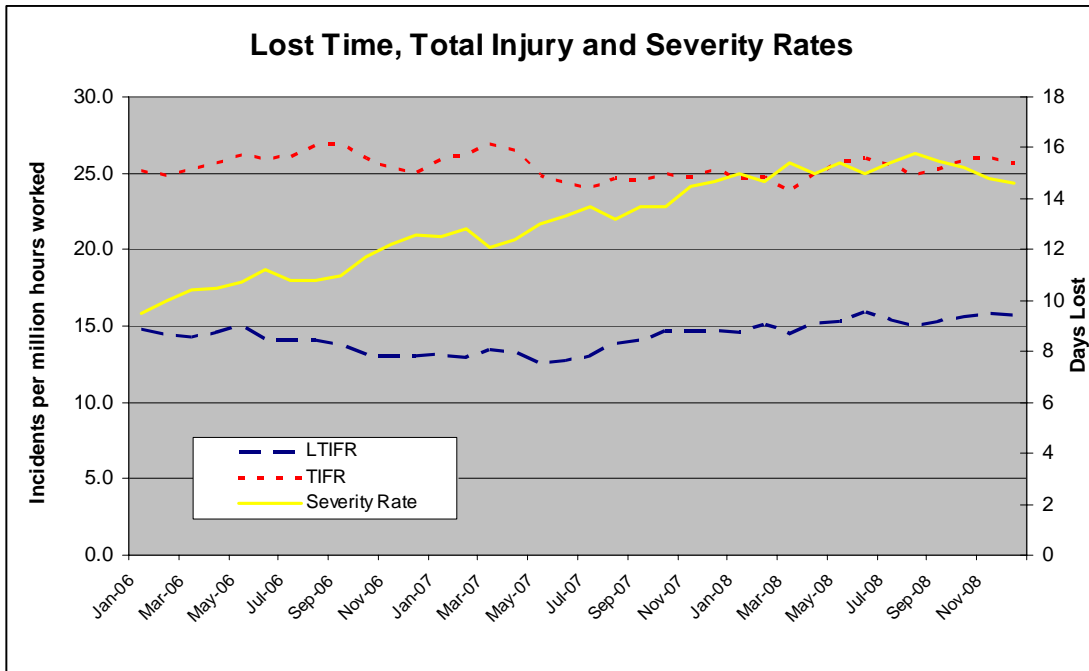

Figure 4

(NB: LTIFR includes fatalities and accidents resulting in Lost Time. TIFR includes fatalities, Lost Time accidents and accidents requiring Medical Treatment. Severity = days lost over the previous 12 months divided by the number of LTI in the same period). Data Source: IRIS – based on approximately 13 million man hours per annum.

Benchmarking Forestry's performance internationally

Lost Time Injury Frequency Rate

LTIFR / million hrs worked	Forests NSW		Forestry Plantations Queensland		Vic Forests (Harvest & Haulage Operations only)		NZ (IRIS)	
	LTIFR	M3	LTIFR	M3	LTIFR	M3	LTIFR	M3
2003/04	13.8	4.41						20.9
2004/05	14.6	4.27					12.6	19.3
2005/06	13.3	4.35	41.3	1.98		1.8	14.1	18.8
2006/07	16.4	4.54	44.9	1.98	7*	1.6	12.7	19.1
2007/08	22.5	4.65	26.2	2.06	18.0	1.9	16.0	20.4

Figure 5

(NB: Source: Annual Reports. *There is some uncertainty for this and previous years' figures due to lack of incident reporting. Reporting period year ending 30 June)

Accident Severity

Total Days Lost / # LTI (last 12 months)	Forests NSW	Forestry Plantations Queensland	NZ (IRIS)
2003/04	7		15.2
2004/05	7.8		12.4
2005/06	14.6		11.0
2006/07	11.9	10.5	18.0
2007/08		14.9	15.5

Figure 6

"In a safety context, "When I think about safety it bothers me that …""

4.   Key Risk Areas

Forestry Workers

Over the past decade the forestry sector has made significant progress in reducing accidents resulting in Serious Harm (figure 3). The sector's performance also stacks up well against our Australian neighbours (figure 5). However, far too many forestry workers continue to be seriously injured in forestry operations every year.

We now find ourselves at a junction. Progress has slowed, with injury reduction flat lining. Indeed, short term trends indicate that we are getting diminishing returns in safety performance, when measured against the effort put in to make our workplaces safer. The challenge now is choosing the path to take. Do we continue down the same road with the expectation of similar results or do we choose to reinvigorate injury prevention and continue the drive towards Zero Serious Harm.

The industry is hazardous – no doubt. Keys to reducing the hazard risk and harm include a stronger and more effective workplace culture that is based on effective communication, a commitment to operating safely and user friendly safety systems and procedures (i.e. quality training and guidance, effective hazard management and incident investigation) that work for workers. Influencing individuals that it's worth their time and effort to think for themselves about safe productivity is another key requirement. The projects set out in this plan address these areas.

The industry has considerable data on accidents that result in Serious Harm and lost productivity. The high risk areas for forestry activities include:

- Tree felling in both harvesting and silviculture operations

- Log processing / skid work

- Breaking out in cable harvest operations

- Pruning

Maintenance and work travel account for the next most frequently occurring serious accidents. Vehicle accidents often involve multiple persons.
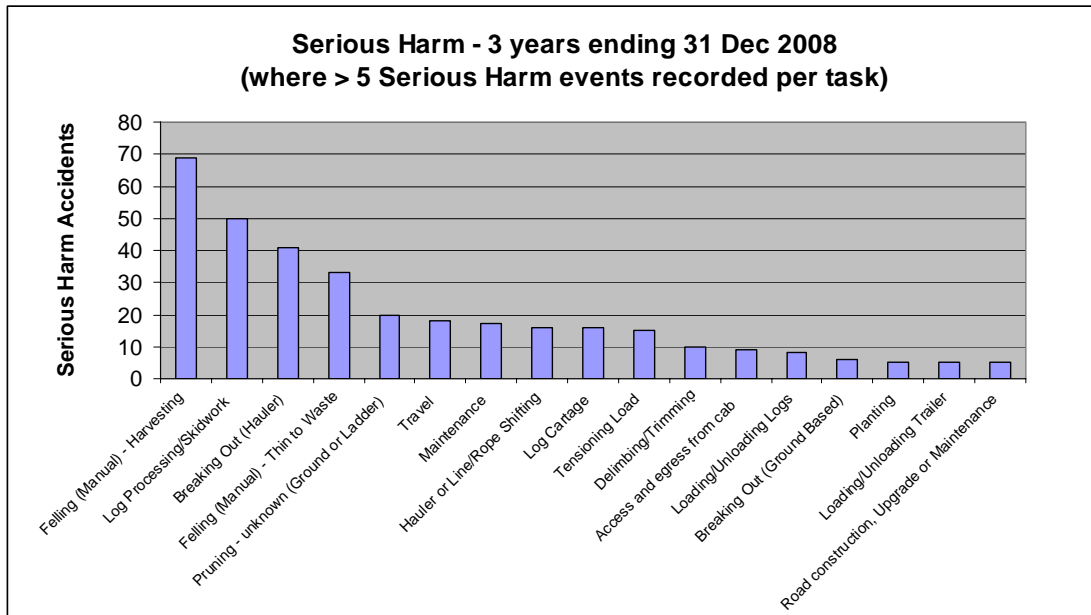
Serious Harm - 3 years ending 31 Dec 2008 (where > 5 Serious Harm events recorded per task)

Figure 7, Data Source: IRIS

Authorised Visitors & Public

Key risk areas for forest visitors and the public are shared use of private forestry roads and log transportation on public roads. Signage and advancements in temporary traffic control procedures have reduced the likelihood of harm to forest visitors and the public on forestry roads. The widespread use of RT communications has also helped but we must be cognitive of reliance on technology when not all road users have access to these systems. The NZ Log Transport Safety Council (LTSC) is developing a safety plan that, amongst other things, addresses the community aspects of safe log transportation on public roads (Appendix 2).

Improved safety and productivity through effective leadership, safety culture, and workplace coaching, supported by simplified and current best practice guidance, skills development and fair and clear enforcement.

5.   The Strategic Safety Plan

The projects identified by the Simplification Project group have been grouped by theme and are summarised in this section.

Ownership and Stakeholders

FOA is committed to working with stakeholders to ensure health and safety in the forestry sector continually improves. Affected and interested parties include;

- Forest Industry Contractors Association (FICA)

- Forest Industry Training & Education Council (FITEC)

- Log Transport Safety Council (LTSC)

- Research Organisations

- Future Forest Research (FFR)

- Centre of Human Factors Engineering (COHFE)

- Federation of Maori Authorities (FOMA)

- Department of Labour (DoL)

- Accident Compensation Commission (ACC)

- NZ Farm Forestry Association

- Tertiary Education Institutions (Forestry)

- Tertiary Education Commission (TEC)

- Manufacturers of plant and machinery

The FOA will extend an invitation to relevant stakeholders to comment on its safety strategy. It will also report on progress in executing the strategy.

FOA Strategic Safety Map 2009-2011

VISION: A professional industry recognised and respected for its leadership, inclusiveness and commitment towards achieving safe and productive workplaces

MISSION (Purpose): To develop and sustain workplace environments that encourage and support individual's thinking for themselves about safe productivity.

Theme	1 Safety Culture and Leadership			2. Safety Simplification				
Project	**1.1 Strengthen Leadership and Workplace Culture**			**2.1 Rationalise and Clarify Work Standards**			**2.2 Fair and Clear Enforcement**	
Sub-project & Objectives	**Condensed Safety Culture** Review the culture project and package it into a condensed and optimised safety culture resource. Delivered to leaders thru a series of one-day workshops.	**Workplace Coaching** Develop workplace coaching resources and capacity that not only build on the culture project, but also target communication, planning and work organisation.	**Breaking-out Initiative** Will run parallel to the Safety Culture and Workplace Coaching. Objective is to apply the 12 workplace safety culture elements to a practical task and re-examine best practice. (ACC sponsored project)	**Activity based Rules & Guidance reviewed** A single condensed information source for each activity. Resource must support training for skills, hazard awareness and enforcement (mandatory bottom lines)	**Accessibility enhanced** Ensure access to and use of new resources is not hindered by cost, technology and/or literacy issues.	**Revision framework reviewed** Establish a process to keep the revised rule and guidance framework current.	**Enforcement** Ensure industry has a clear understanding of enforcement options and consequences.	**Recognition** Businesses that consistently demonstrate the highest level of commitment to safe and productive workplaces are recognised thru Govt agency programmes (eg: DoL safe haven /ACC Safety Discounts program)
Measures	Course design completed. Regional courses run Attendees get value from participating	Programme proposal developed & industry takes ownership. Programme delivered	Course design completed. Candidate regions selected for delivery	Work group established Funding options explored to assist with literacy needs. BPG's are revised to include ACOP requirements	Access policy is established. New guidance is in widespread use	Revision process and process owner established	% of Contractors and Forest Owners that have 'clear understanding' of consequences	Work group established. Options examined Proposal defining the gold standard and review mechanisms prepared
2009 Targets	Nov 30 Course design completed	Nov 30 Course design completed	31 Oct Initiative Commences 2009 - first course run	31 Aug - Work group established 31 Dec - 1st Activity review completed	Dec 31 Policy established	---	---	Oct 31 - Work Group established
2010 Targets	First Courses run 75% of participants got value from participating	Coaching begins	50 participants put thru program. 75% complete prog. 75% of participants got value from participating	7 activity BPG incorporating Code requirements completed per year	75% crews can access new guides	Mar 31 – Rev framework agreed	75% by Survey Result	Feb 28 – Options Aug 21 - Proposal
2011 Targets		Coaching continues	Maintain program Reduction in B/out injury	7 activity BPG incorporating Code requirements completed per year	100% crews can access new guides			
2012	Reduction in accident rates measured by lag indicators (i.e.: Serious Harm, Severity, Total Injury Rate (TIR))							

Theme and Project Portfolio Summary

Theme1 – Safety Culture and Leadership

Project 1.1 Strengthen Leadership and Workplace Culture

Project Sponsor: Sheldon Drummond (Committee Chair)

Sub-Project Managers:

- Condensed Safety Culture: Nic Steens (FOA) & Francois Barton (DoL)

- Workplace Coaching: Nic Steens (FOA) & Francois Barton (DoL)

- Breaking-out* initiative: Don Ramsay (ACC) & Wayne Dempster/Glen Mackie (FOA)

Purpose

The purpose of this project is to provide forestry businesses with practical support to improve their organisational culture and, more specifically, their communication, planning and work organisation skills.

The project's objectives are to;

- Review the culture project and package it into a condensed and optimised resource that can be delivered to industry.

- Develop workplace coaching resources and capacity that not only builds on the culture project but also targets communication, planning and work organisation.

- Apply the twelve workplace safety culture elements (Appendix 5) to the practical task of Breaking-out. This will be a JV project funded by ACC and involving FOA, DoL and Breaker-Outs. It will run parallel to and compliment the two early objectives.

Background

Despite extensive technical guidance, a relatively high uptake of the ACC Workplace Safety Management Practices (WSMP) scheme and other health and safety systems, accident rates remain a concern for the forestry sector. In short, there is a need to build on these traditional safety initiatives and develop newer more innovative approaches.

To progress the culture and leadership action area, a co-delivered pilot project (DoL/ACC/PF Olsen Ltd) has been running over the last 12 months – the Workplace Culture, Leadership in Forestry project. The project started in July 2008 and finishes in June 2009. It has involved 20 forestry businesses, comprising a mix of management companies and contractors. It has focused on the application of 12 safety culture elements. (Appendix 5)

Experiences from the pilot project have highlighted that organisational culture and related fundamentals, such as communication, planning and work organisation are critical areas of focus for improved safety and productivity performance. The project also highlighted that in many cases, these capability needs are at a fundamental level, with functional literacy being a common problem for many businesses.

At the same time as the workplace safety culture and coaching resources are developed for forest owners and contractors, a parallel Breaking-out initiative will be run. It will concentrate on applying the twelve Workplace Safety Culture elements (Appendix 5) to a practical task. The project should get under way in July 2009, and will look to establish best practice in breaking-out, including the incorporation of the twelve safety culture elements into the revised Best Practice Guideline. The project will run for 12 months.

Expected outputs / benefits

Condensed culture resources

During the pilot project a number of the participant businesses have realised tangible improvements. These businesses have experienced greater engagement, improved productivity and happier, less hazardous workplaces. This was a critical pilot project outcome – having the ability to model success thereby proving the process works will encourage others to invest. Ultimately these values will translate to measurable improvements: days without lost operational time, days without damage etc (absence of crisis) – apart from those traditional measures. Clearly, the industry has an opportunity to define what a successful business looks like and to benchmark business against those values. As such this project will review the culture project and package it into a condensed and optimised resource that can be delivered to industry.

Workplace Coaching

Develop workplace coaching resources and capacity that will lead to improved organisational cultures and related improvements to communication, planning and work organisation skills. This will flow on to better operational flow, increased productive time on the job, and the ability to address deficiencies identified in many accident incident reports. We also expect to develop supervisors who lead by example and demonstrate a persistent interest in the safety and productivity of crews they manage/interact with.

Breaking-out Initiative

An investigation of forestry accidents shows that they are often the result of poor communication, poor problem solving, risk taking and such like. If we are to make further gains in reducing injuries we must address these issues at a practical level in the field. The Breaking-out initiative will apply the twelve workplace safety culture elements to a practical task. Outputs and benefits include establishing best practice in breaking-out, including the incorporation of the twelve safety culture elements into the revised Best Practice Guideline.

Critical Success Factors

- Resources developed and coaching provided must target organisational culture and related fundamentals, such as communication, planning and work organisation. These are critical areas of focus for improved safety and productivity performance.

- The pilot project highlighted that functional literacy being a common problem for many businesses. This must be addressed when developing the resources and applying the coaching.

- Coaching must be replicable and sustainable over a period of time.

- To secure the commitment from participants, those becoming involved in the programme must see benefits.

- The programme should be reviewed at periodic intervals to quantify the benefits and if necessary make adjustments.

Timeframe & Budget (preliminary)

Affected and Interested Parties

- Department of Labour

- ACC

- Forest owners

- FICA

- Contractors and their employees

- FITEC

Theme 2 - Safety Simplification

Project 2.1 – Rationalise and Clarify Work Standards

Project Sponsor: Sheldon Drummond (Committee Chair)

Sub-Project Managers

- Activity based Rules & Guidance: Glen Mackie (FOA)

- Accessibility: Glen Carlson (FOA)

- Revision Framework: Glen Carlson (FOA)

Purpose

To simplify the current Rule and Best Practice framework, while maintaining its integrity as training and learning resource. Within scope is the review, rationalisation and updating of the Approved Code of Practice for Safety and Health in Forest Operations (ACOP), the FITEC Best Practice Guidelines (BPGs) and other relevant guidance literature, including HSNO. Inconsistencies between publications and specific company rules will be identified and where possible conflicts resolved through identification of 'Best Practice'.

The project's objectives are to;

- Update existing activity based rules and guidance with a single condensed information source for each activity that supports training for skills, hazard awareness and enforcement (mandatory bottom lines)

- Ensure access to and use of new resources is not hindered by cost, technology and literacy issues.

- Establish a process to keep the revised rule and guidance framework current.

Background

Analysis of persistent and troublesome aspects of safety using the question, "When I think about safety it bothers me that", raised the following (broad) rule related issues.

- *We only follow the rules that work for us.*

- *If we only follow the rules that work for us" then why does industry rely so heavily on rules to set the standard?*

- *If we only take risks based on how safe we feel, do numerous and sometimes conflicting rules assist?*

- *If the transformation could be made to "individuals thinking for themselves about safe productivity", what type of Rule and Guidance structure would support this?*

- *Can the ACOP, BPG's and other industry codes and guidelines be rationalised, adding clarity and improving industry access and compliance?*

- *Can the result avoid unnecessary repetition between publications – simplifying the delivery to affected individuals and groups?*

Expected outputs / benefits

There needs to be a strong correlation between industry safety rules and industry best operating practice. If industry rules do not align with practice they become devalued or supplemented by company rules. Development of improved operational practices may also be restricted because of 'non-compliance' issues. A single condensed activity based information source that supports training for skills, development, hazard awareness and enforcement (mandatory bottom lines) will assist in alleviating a number of existing conflicts.

Availability and delivery of information has changed significantly in ten years [the ACOP first edition was 1999]. The Leadership, Culture and Workplace Coaching pilot project has also identified functional literacy being a common problem for many businesses. As such, this project has an opportunity to use technology and literacy expertise to deliver a best practice guidance framework in a form that meets the needs of those who rely on this important education, training and awareness foundation.

Establishing a revision timetable to keep the revised rule and guidance framework will mean the evolving needs of industry and its participants will be better met.

Critical Success Factors

- Industry must consider they 'own' the result.

- All affected and interested parties must have an opportunity to participate in the review and revision process. As such, there must be a functional cross-section of affected parties on the working group.

- Access to new resources must be provided for all affected parties. This will require addressing economic (cost), literacy issues and delivery options during the revision process.

- The result must reflect current industry best practice and be kept current.

- Regional divergence on best practice will need to be investigated, understood and if possible, resolved.

- Forest owners must resist the need/urge to develop generic 'company rules'.

Timeframe & Budget (preliminary)

Affected and Interested Parties

- Department of Labour

- ERMA

- FITEC

- FICA

- Contractors and their employees

- Forest owners

- LTSC

- FFR

- COHFE

(NB: A Pilot review of the Tree Felling BPG and relevant tree falling sections of the ACOP for feasibility of combining into one publication has been undertaken).

Project 2.2 – Fair & Clear Enforcement

Project Sponsor: Sheldon Drummond (Committee Chair)

Project Managers:

- Enforcement: Wayne Dempster (FOA)

- Recognition: Wayne Dempster (FOA)

Purpose & Objectives

Raise safety standards by providing forestry businesses with information and guidance on enforcement consequences for unsafe operating activity, behaviour and/or accidents. There is also a desire to strengthen relationships and align recognition/incentive systems between the industry and the various government agencies.

The project's objectives are to;

- Ensure forestry businesses have a clear understanding of enforcement options and consequences.

- Examine possibilities for safe haven, certificates of compliance and/or ACC Safety Discounts program benefits for forestry businesses that consistently demonstrate the highest level of commitment to safe and productive workplaces.

Background

In late 2006 FOA wrote to the Minister of Labour, describing areas of concern and recommendations for improvement in the area of enforcement activity. The Department of Labour responded with an offer to work with FOA to develop a set of enforcement standards that could be consistently applied. Also discussed where possibilities of safe haven for those meeting a prescribed standard of safe operations. In the past twelve months there has been little discussion between parties on this topic, but significantly, in April 2009 the Department of Labour released a policy statement titled 'Keeping Work Safe' (see References). It provides much of the principals, approach, tools and guidance required.

Expected outputs / benefits

Enforcement Options & Consequences

Providing a reference to the 'Keeping Work Safe' enforcement policy within the Best Practice framework would be a worthwhile improvement. Developing a more detailed or rigid set of enforcement penalties (fines and/or prosecution) would appear to be more problematic. That said, we believe it is important that DoL has the necessary systems in place to enable their inspectors to enforce standards in a fair and consistent way with non-compliance action based on clear legal precedents and not on personal interpretations. To this end perhaps access to or establishment of a web based summary of forestry prosecutions an infringement notices would be of assistance.

Safe Haven / Workplace Safety Discounts

Determine whether it is possible, under current legislation, to provide Safe haven, for businesses that consistently demonstrate the highest level of commitment to safe and productive workplaces. If so, determine whether this would be a strong safety motivator. If found to be a motivator then what would the 'gold standard' and review mechanisms look like? ACC may be interested in offering/extending and enhanced safety discounts accreditation for businesses operating at this level of achievement.

Critical Success Factors

- Revised BPG framework dedicates a section to enforcement options and consequences.

- Forest owners, DOL, ACC and Contractors show a willingness to work together in partnership to improve systems and reduce injuries.

- Safe haven and/or safety discounts programme entry for companies meeting 'gold standard' are explored with openness.

- Fair and clear consequences for failure to meet minimum standards (acknowledging that circumstances around particular safety related events will likely differ, including an individual's or a company's track record, the potential or actual consequence of the event, improvement actions taken and the remorse shown) are examined.

- Maintaining a strong and cooperative relationship between DoL Forestry Inspectors, forest owners and contractors and the ACC.

Timeframe & Budget (preliminary)

Affected and Interested Parties

- Department of Labour

- ERMA

- FICA

- Contractors and their employees

- FOA

- LTSC

Programme Management, Collaboration & Execution

FOA may not necessarily be the logical 'owner' of all of these projects. As such it acknowledges that collaboration and funding assistance will be required to ensure that aspects of projects are successfully completed. It cannot rely solely on in-kind contributions to execute and complete the various improvement opportunities identified. Programme management will be provided by a Steering group consisting of the various project managers.

The following programme management structure is recommended.
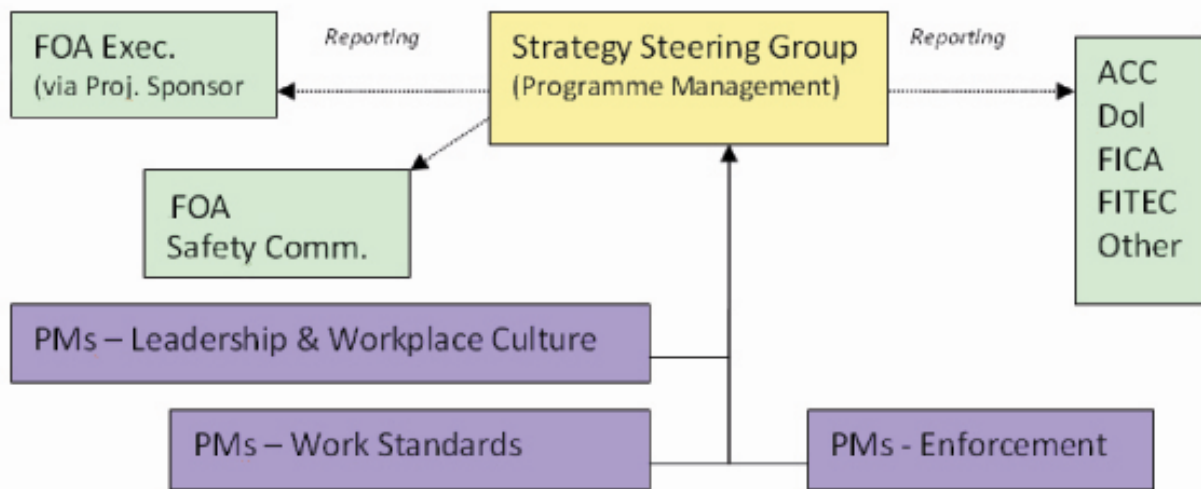

Figure 8

Funding, Priorities and Resources

Funding requirements will be better understood once the various project plans are further developed, priorities established and the resources required to undertake the various projects have been determined. As such they have not been included within this document. A reliance on in-kind support to execute many aspects of the plan will remain.

It is worth noting that two other projects were considered for inclusion within the strategy. These were put aside due to a lack of funding and lower priority. Their benefit will be reassessed at a later time.

It should also be noted that the Department of Labour, ACC and PF Olsen Ltd have contributed significant resources to date in order to get the Leadership and Workplace Culture pilot project underway.

Measuring Performance and Benefits

The Strategy Map (Figure 8) sets out a number of high level measures. These along with annual targets will, in part, define the required standards of achievement. It is important that these measures are reviewed for clarity and appropriateness after more in-depth project plans have been developed, resources available have been determined and milestones and targets better understood.

Other measures and targets may include, for example;

- Injury and Severity Rate reduction

- ACC Claim numbers

- ACC Accreditation Programme numbers

- Levels of participation in Industry programmes

- Levels of completion in Industry programmes

- People trained or under training

- Documentation reduction

- Compact and effective safety systems in the workplace

- Productivity measures

It may be appropriate to use surveys to collect safety perceptions before, during and post project.

6. Endorsement

This Strategic Safety Plan is endorsed by;

_____Executive Chairperson, FOA

_____Chairperson FOA Education, Training & Safety Committee

_____ FICA

_____ FITEC

_____ Forestry Manager, ACC

_____ Forestry Manager, DoL

7.   Milestones

Strategy milestones will be recorded in this section

Date	Milestone
June 2007	Towards a Unified Health & Safety Strategy
May 2008	Workplace Culture Project commenced
August 2009	Safety Plan endorsement

8.   Acknowledgements

A number of people who were involved in the process that ultimately led to the development of this strategy. The problem analysis and improvement ideas generated from the 'Theory on Constraints' workshops were the work of the Safety Committee Sub-Group, consisting of Nic Steens (PF Olsen Ltd), Glen Mackie (FOA), Damon Wise (PanPac), Wayne Dempster (Rayonier NZ Ltd) & Forest Industry Contractors Association representatives, John Stulen & Steve Dewes.

The 'Theory of Constraints' facilitator was Karl Perry of the Employment Relations Centre, based in Tauranga.

The Workplace Culture and Leadership pilot project, which stemmed from our initial problem analysis, was primarily the work of (Francois Barton (DoL), Don Ramsay (ACC) and Nic Steens (FOA) – PF Olsen Ltd.

9.   Appendices & References

Appendix 1

NZ Forest Owners' Association Strategic Plan – 2008 (DRAFT)

OBJECTIVE 4 – COLLABORATION

Encourage better outcomes for forest growing through industry collaboration to provide enhanced productivity and production and/or reduced operating costs.

GOAL 9

Labour and skills policies nationally and regionally provide the industry with the right people in the right place at the right time.

Tasks

9.1	Ensure that the training programmes and services provided by FITEC and other education providers remain appropriate to the needs of the industry and develop career pathways for those wishing to work in the forest industry.	ET&S
9.2	Support FICA to encourage retention and recruitment in the industry	
9.3	Contribute to identifying the future workforce needs, the reasons for the projected shortages, and policies to overcome the projected shortages and identifying the reasons for the early exits from the industry.	ET&S
9.4	National health and safety best practices are established, promoted and achieved.	ET&S
9.5	Improve upon and ensure wide industry participation in the IRIS in order to obtain comprehensive knowledge of the industry's safety performance.	ET&S
9.6	Maintain and consider the need for further Best Practice Guides and Codes for health and safety.	ET&S
9.7	Work with members to achieve best practice	ET&S

measurement for industry statistics re health and safety.

9.8	Engage Government to permit immigrants to work in the industry.	ET&S

Desirable Outcomes

- Industry-wide implementation of an industry alcohol and drug programme.

- Greater involvement of forest contractors through FICA in the development of industry safety.

- An increase in the recruitment of persons to the industry resulting from a new perspective that the industry is a safe place to work.

- The completion of regional industry labour needs analysis with provision for regular updates.

- An increase in the number of school leavers electing to enter the industry at all levels and a significant decrease in the numbers of persons leaving the industry at an early stage.

Measures of Success

- Reduction in lost time injuries.

- Completion of a revised, up-to-date forest industry Drug and Alcohol Code of Practice.

- Best practice guidelines established for all key forestry operations.

- The successful implementation of a close working relationship with FICA, OSH and ACC on improving the safety performance of the industry.

- A steady reduction in ACC industry levies.

- The extension of the ACC Safety Rating Scheme to smaller employers.

Appendix 2 – LTSC STRATEGIC GOALS

The LTSC has four keys strategic goals that it will focus on over the five years to 2012 to further enhance the safety and productivity operation of log truck operators and operations within the sector. Each goal has associated objectives which provide some transparency as to what specific areas and tasks will need to be addressed in order for the goal to be achieved.

1. **Identify current and potential hazards that could be harmful to our workforce, and the wider community**

   - Develop and maintain a data base of accidents and injuries, with the view to directing research

   - Analyse and Communicate industry HSE performances

   - Distribute information from this database for the benefit of the industry in incident and accident prevention

   - Utilize the knowledge and experience of LTSC members in solving problems as they arise.

2. **Develop Guidelines and Standards to minimize risk and improve safety performance**

   - Utilize industry knowledge combined with applied research, to develop guidelines that will ultimately be accepted as industry standards.

   - Consult with regulators in developing those guidelines, to enhance the implementation process.

   - Review current legislation where it could be improved by documenting industry best practice.

3. **Promote Competence and Professionalism in the Log Transport Industry**

   - Take leadership in the development of log truck driving standards, and recognize individual achievement.

   - Develop strategies to manage the health and welfare of those involved in the Log Transport Industry

   - Promote Log Transport as a chosen career.

- Develop operating standards that enhance the interaction between Logging trucks and the community.

- Benchmark National and International Log transport industries and operator performances to recognize and develop world leading sustainable operations

4. Communicate with Government, Industry members, and the public.

- Produce statistics on industry performance that can be provided to Government and members of the public.

- Develop a close working relationship with Government agencies to promote industry consultation in policy development.

- Analyse and provide feedback to public comment about the industries performance.

Appendix 3

Forestry leads way with health & safety culture

10 Sep 2008

http://www.dol.govt.nz/News/Media/2008/forest-industry.asp

New Zealand's forestry industry has its sights set on becoming this country's first to build a sector-wide safety culture that will reduce injuries while creating better businesses. Called the 'Workplace Culture, Leadership and Forestry Project', the pilot is run by the Department of Labour, ACC and PF Olsen on behalf of the NZ Forest Owners Association.

"A 'safety culture' is the collective practices shared by everyone in the workplace as a reflection of their values. It's the way things are always done in the workplace, whether someone's looking or not," project leader, the Department of Labour's Francois Barton said. "We all know safety in the workplace is important, that's why we have safety legislation. But building a positive safety culture is about more than just compliance; it's about everyone in that workplace thinking and acting safely, from the bosses all the way down. But it must start at the top with committed leadership."

Overall injury rates in the forestry industry have been falling steadily thanks to good work done across the industry. But ACC's Don Ramsay said these gains have been largely made by picking the "low hanging fruit". "Now the really hard work has to start to change the attitudes towards safety of everyone in forestry. Injuries are costly, both to the worker and their families, to their employer and to the industry as a whole. That's partly why a safe business is a productive business and why creating an industry-wide safety culture is so important," he said.

The first day-long workshops were held in Rotorua and Nelson during July and August, with 42 managers and contractors attending. The second round will start later this month. The project involves four main workshops run by safety culture expert Dr Hillary Bennett. She has run similar workshops throughout New Zealand and Australia, but for single corporations only. This is the first time a whole sector has been targeted in this way in New Zealand. "There are some challenges in that because we're working with people from different aspects of forestry work, different management levels, and even from different regions. But we all share the aim to create an injury-free workplace," Dr Bennett said.

During the pilot, participants learn how to assess their own safety culture, to look at what practices lead to good safety, and then develop an action plan for improvement. Bolstered by follow-up mentoring sessions, they will then learn how to put their ideas into practice and how to review their progress.

Nic Steens, the health and safety manager at forestry management company PF Olsen, said workplace safety is a core part of their business. "A business performs best when the business fundamentals are right, and the same thing applies in health and safety. It needs to start with leadership development, which feeds into training for skill rather than simply ticking the boxes for compliance. These are both areas the pilot project focuses on."

"Individual forest companies have put so much work into improving the safety of our jobs so it's great that, as a sector, we can lead the way to create New Zealand's first industry-wide safety culture," he said.

Appendix 4

Workplace Culture, Leadership and Forestry Project

Project Update – 9 March 2009

The WCLF project has been an opportunity to test the applicability of safety culture in the NZ forestry sector. International research clearly signalled that positive safety culture was linked to improved health and safety performance, but we needed to test whether the concept was practically useful for NZ workplaces, especially in high-velocity sectors such as forestry.

Consequently, the pilot project and its 2 pilot groups (in Rotorua and Nelson) has been about working with the pilot businesses to identify how safety culture can be applied and promoted to real NZ businesses. The project has not been about transforming the individual businesses over the 12 months, but rather working with them to develop a repeatable and practical process to achieving a safety culture that we can promote to the wider industry.
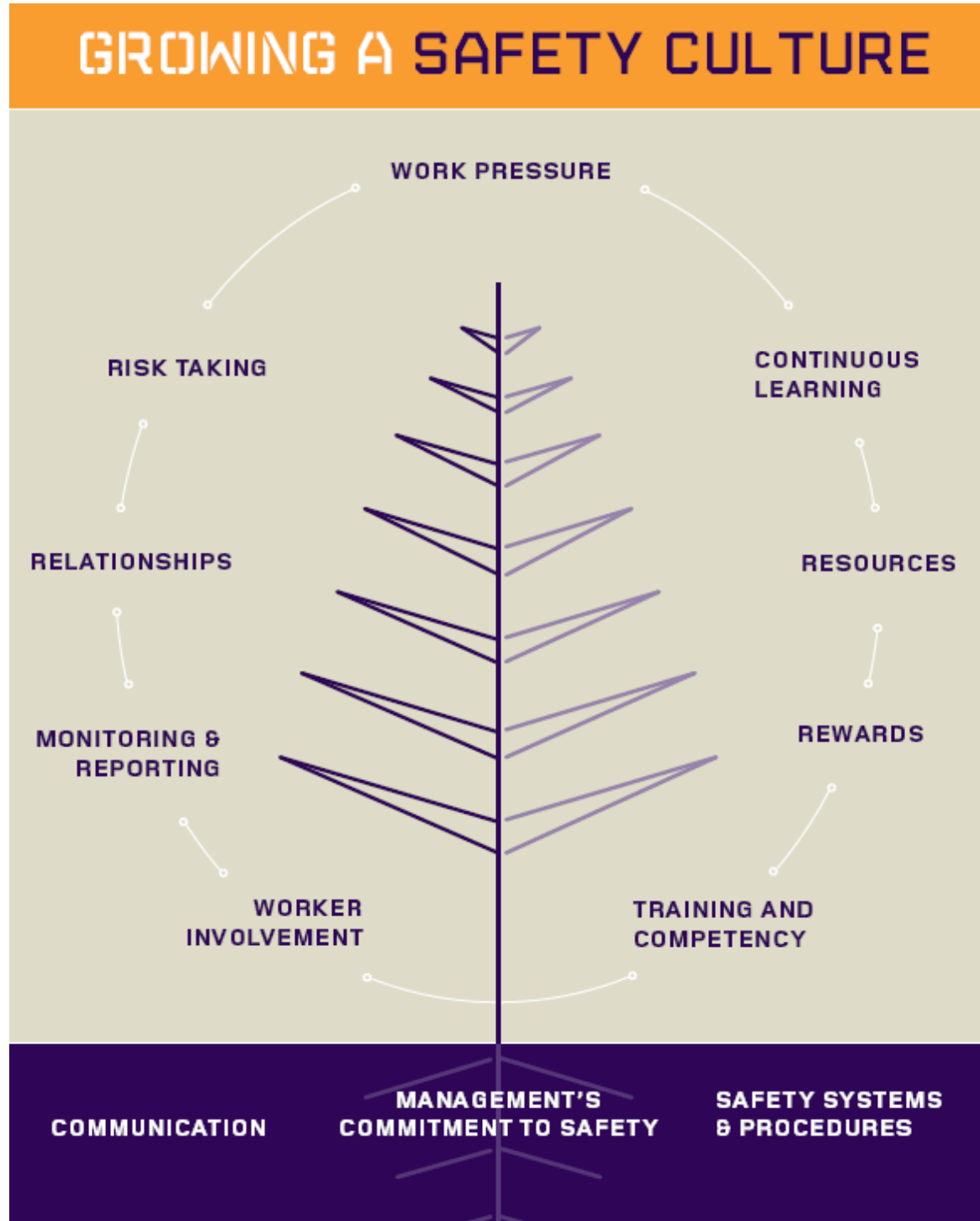
Pilot business response to the initiative has been encouraging with 85% pilot business retention and participation. But more important still has been the wide range of workplace issues that pilot businesses have identified to target for improvement – i.e. leadership capability, crew communications, basic planning skills, supply chain relationships, recognizing successes through to functional literacy. This has demonstrated that a safety culture improvement process provides a flexible, practical and engaging method for any type of business to identify areas for improvement within their operations (i.e. different maturity stages, different industry parts – harvesting or silvi, contractors or management). It demonstrates the rightful place of future 'workplace culture' projects in the FOA strategic outlook and plan.

More practically, participant feedback has signalled that the use of a process to identify and unpack problem areas and develop a responsive action plan (assess-plan-do-review) has been a very constructive and new approach for many. It has also highlighted that for many of the businesses, the road blocks to addressing health and safety have been largely non-technical in nature, and not linked to pure safety (mechanical process) – i.e. communications, management capability, managing work pressures, good work organization and planning skills.

The project experiences so far support on-going efforts to apply safety culture in forestry, such as the ACC, DoL and industry 'breaking out' project. Progress to date also provides the project team (Francois Barton, Don Ramsay and Nic Steens) with a more concrete and refined proposition as well as practical examples (and potential champions) to describe and promote safety culture to the wider sector. The draft toolkit kit, comprising a diagnostic poster, safety culture briefings and additional support resources will also provide concrete opportunities to introduce a wider number of forestry businesses to safety culture.

Appendix 5 - Safety culture elements

GROWING A SAFETY CULTURE

WORK PRESSURE

RISK TAKING

CONTINUOUS LEARNING

RELATIONSHIPS

RESOURCES

MONITORING & REPORTING

REWARDS

WORKER INVOLVEMENT

TRAINING AND COMPETENCY

COMMUNICATION   MANAGEMENT'S COMMITMENT TO SAFETY   SAFETY SYSTEMS & PROCEDURES

Appendix 6 - Other projects

The following projects were initially identified as safety strategy candidates. They have either been partly incorporated into the strategy within one of the three key projects or placed here for further consideration once priority areas have been addressed.

1.2   Improve Safety Behaviours and Attitudes

Develop and implement awareness and education programmes that improve safety behaviours and attitudes at a crew level (Crew mentoring and Top Spot are examples).

- *Includes behaviours and attitudes of Forest Owners and those acting on their behalf.*

- *Use of role models and people with a positive safety story to tell (from both in and outside the industry).*

- *Use of research and resources of the Dept of Labour and ACC.*

Deferral Comment: Largely included within the Strengthening Leadership and Workplace Culture project.

1.3   Improve contracts to recognise safety performance and encourage improved safety outcomes.

Explore the use of safety performance incentive and consequence options within Contracts.

- *If good safety pays and payment motivates perhaps is it time to include a range of measures and indicators (not just injury rates) within the contract framework?*

- *Needs to be easy to measure and understand (so those impacted understand the goal and benefits) and Non-contestable.*

Deferral Comment: Individual forest owners will have their own view on contracts. If prepared to collaborate there is probably enough commonality to develop an FOA template without significant cost.

Theme 2 - Training for Skill

2.1   Improving and Valuing Skills

Training that develops individuals and business capability. Resist the temptation to train for compliance reasons only – sometimes they can be hard to separate.

- *To demonstrate that it's worth the employer's and employee's effort to improve and maintain high levels of skill, thus improving productivity and reducing injury.*

Deferral Comment: Partly included within the Strengthening Leadership and Workplace Culture project and Rationalising and Clarifying Work Standards projects. An area that requires some future examination is retraining or refresher training where best practice and/or technology has changed over time or where competency has dropped or acceptable standards of operation have not been met or maintained.

3.1   Simplify safety management systems.

Develop and make freely available a Safety Management system that is simple, legally compliant and meets the needs of the Principal, Employer and third party audit and/or certification (ie: ACC). Target audience are businesses contracted to Forest Owners.

- *Project likely to include Investigation of existing systems (including non-forestry). Systems to include brief guidance on why various elements of the system are required important. Systems must meet a baseline standard with flexibility to incorporate continuous improvement activity. Must be capable of mutual recognition by 3rd party accreditation systems (e.g.; ACC Workplace Standards programme or a DoL Certificate of Compliance arrangement)*

Deferral Comment: Remains of value but scope require more work. The intended audience needs to be better defined given the varying risk profiles and requirements of Forest Owners, Harvesting Contractors and small one-man band operators.

References

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