
Examiners' Report

UNIT NGC1: MANAGEMENT OF HEALTH AND SAFETY

MARCH 2018



For: **NEBOSH National General Certificate in Occupational Health and Safety**
NEBOSH National Certificate in Fire Safety and Risk Management
NEBOSH National Certificate in Construction Health and Safety

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Introduction

NEBOSH (The National Examination Board in Occupational Safety and Health) was formed in 1979 as an independent examining board and awarding body with charitable status. We offer a comprehensive range of globally-recognised, vocationally-related qualifications designed to meet the health, safety, environmental and risk management needs of all places of work in both the private and public sectors.

Courses leading to NEBOSH qualifications attract around 50,000 candidates annually and are offered by over 600 course providers, with examinations taken in over 120 countries around the world. Our qualifications are recognised by the relevant professional membership bodies including the Institution of Occupational Safety and Health (IOSH) and the International Institute of Risk and Safety Management (IIRSM).

NEBOSH is an awarding body that applies best practice setting, assessment and marking and applies to Scottish Qualifications Authority (SQA) Accreditation regulatory requirements.

This report provides guidance for candidates and course providers for use in preparation for future examinations. It is intended to be constructive and informative and to promote better understanding of the syllabus content and the application of assessment criteria.

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General comments

Many candidates are well prepared for this unit assessment and provide comprehensive and relevant answers in response to the demands of the question paper. This includes the ability to demonstrate understanding of knowledge by applying it to workplace situations.

There are other candidates, however, who appear to be unprepared for the unit assessment and who show both a lack of knowledge of the syllabus content and a lack of understanding of how key concepts should be applied to workplace situations.

This report has been prepared to provide feedback on the standard date NGC1 examination sat in March 2018.

Feedback is presented in these key areas: responses to questions, examination technique and command words and is designed to assist candidates and course providers prepare for future assessments in this unit.

Candidates and course providers will also benefit from use of the 'Guide to the NEBOSH National General Certificate in Occupational Health and Safety' which is available via the NEBOSH website. In particular, the guide sets out in detail the syllabus content for NGC1 and tutor reference documents for each Element.

Additional guidance on command words is provided in 'Guidance on command words used in learning outcomes and question papers' which is also available via the NEBOSH website.

Candidates and course providers should also make reference to the NGC1 'Example question paper and Examiners' feedback on expected answers' which provides example questions and details Examiners' expectations and typical areas of underperformance.

Unit NGC1

Management of health and safety

- Question 1** Following a visit to a workplace, an HSE inspector found that an employer had failed to implement an appropriate permit-to-work system.
- (a) **Identify** circumstances that might require a permit-to-work. (4)
- (b) **Outline** the functions of a permit-to-work system. (10)
- (c) **Outline** the enforcement actions that the HSE inspector might take in this situation. (6)

This question assessed candidates' knowledge and understanding of learning outcomes 3.9: Explain the role and function of a permit-to-work system; and 1.3: Explain the legal framework for the regulation of health and safety including sources and types of law.

In part (a) most candidates were able to identify circumstances where a permit-to-work is required, and so gained the maximum marks for this section. A few candidates only referred to 'high risk activities' without identifying what these activities might be. There were a few others who referred to 'electrical work' without demonstrating that they understood that it was the need for isolation on an electrical system, or work on a live system, that triggered the need for a permit-to-work.

For part (b), although the question asked about the functions of a permit-to-work, many of the answers were about the content or details of a permit-to-work, and its different stages. Some candidates were able to gain a few marks in this section for points such as the scope of works or identification of hazards. Those candidates who had addressed the question and written about the function (ie the purpose or intention) of a permit-to-work, were awarded higher marks.

In part (c) many candidates did not directly answer the question. Candidates outlined the powers of an inspector (broadly, those defined in the Health and Safety at Work etc Act 1974), rather than outlining the enforcement actions that they might take in these circumstances. An outline of advice, cautions, enforcement notices, and prosecutions was required, rather than the powers such as the ability to enter premises, take a policeman with them, etc. Some candidates who had understood the requirement of the question, gave too narrow an answer covering only the enforcement notices and omitted the other possible actions.

- Question 2** A worker has been injured by slipping on a wet floor that was left unsafe by a cleaner.
- Outline** possible root causes of the accident (management system failures). (8)

This question assessed candidates' knowledge and understanding of learning outcome 4.2: Explain the purpose of, and procedures for, investigating incidents (accidents, cases of work-related ill-health and other occurrences).

This question specifically asked for root causes, assessing candidates' awareness of the differences between immediate and root causes. Many responses did not demonstrate understanding of these differences, as examples of both were outlined despite the question including the phrase 'management system failures'.

A wide range of management system issues was required for high marks, with correct answers relating to specific aspects of training, procedures, environment and equipment. Many of the answers submitted covered a few root causes, but also added immediate causes as well, which were not required. A few candidates misinterpreted the question and gave a series of control measures that would have prevented this type of incident instead.

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| Question 3 | (a) Outline advantages of an internal auditor carrying out a health and safety audit. (4) |
| | (b) Outline disadvantages of an internal auditor carrying out a health and safety audit. (4) |
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This question assessed candidates' knowledge and understanding of learning outcome 5.1: Explain the purpose of, and procedures for, health and safety auditing.

This question was split into two parts, asking for advantages and disadvantages. As such, many of the answers in part (b) mirror those given in part (a), however many candidates seemed to find part (b) more challenging. For example, being familiar with the workplace can be both an advantage and a disadvantage, as it implies an already existing knowledge, which is useful, but it can also lead to omissions and oversights.

Some people appeared to have misread the question and gave advantages of an external auditor in their responses to part (b), for which no marks could be awarded.

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| Question 4 | (a) Identify types of emergency in the workplace for which persons may need to be evacuated. (4) |
| | (b) Outline why it is important that workers receive training on emergency procedures. (4) |
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This question assessed candidates' knowledge and understanding of learning outcome 3.10: Outline the need for emergency procedures and the arrangements for contacting emergency services.

Part (a) had four marks available for different *types* of emergency; separate marks were not given for similar examples. Fire and explosion are too similar to be given separate marks, as are 'bomb threat' and 'terrorist threat'. Most candidates gave only four points in their answers (which is appropriate for the available marks); however, if additional answers were given, they may still be able to achieve full marks even if one point is incorrect.

Many candidates' responses to part (b) had a limited range and covered only the knowledge of how to respond during an emergency; without considering wider benefits, such as allocation of special responsibilities or compliance with legal requirements. There were also some answers that went into unnecessary detail on the range of specific emergency duties and roles that employees might have, for which no additional marks were available.

Part (b) was reasonably well answered, with the majority of candidates demonstrating that they understood the question, and generally producing a wide range of points. A small number of candidates did not directly address the question; including responsibilities other than those to employees, or referring to general safety responsibilities in the workplace, which do not fall under the section of the Act referred to in the question.

Question 8 **Outline** what might create a need for health and safety training to be carried out. **(8)**

This question assessed candidates' knowledge and understanding of learning outcome 3.4: Explain how health and safety behaviour at work can be improved.

This question was generally answered with a wide range of points. However, many of these, while valid, were not sufficiently detailed to provide an 'outline', and responses were simply a list of points. Candidates may remember relevant issues as a list of short titles, but need to be able to give details as to what the issues are and the reasons for them being relevant. For example, health and safety training would be required following an accident if the investigation shows that lack of training was an issue. Simply stating 'following an accident' as an answer to this question does not 'outline' the point enough in order to be awarded marks. The responses to this part of the question that did not comply with the command word 'outline', and gave answers that identified or listed, therefore limited the number of marks that could be awarded.

The range of issues quoted in candidates' answers was generally quite wide ranging and comprehensive.

Question 9 (a) Evaluating risk and adequacy of existing controls is part of a risk assessment. **(6)**

Outline what could be considered when evaluating risk and adequacy of existing controls.

(b) **Outline** why it is important to record significant findings from a risk assessment. **(2)**

This question assessed candidates' knowledge and understanding of learning outcome 3.5: Explain the principles and practice of risk assessment.

This seemed to be the most challenging question in this sitting for most candidates. It assessed candidates' in-depth understanding of one of the main components of risk assessment and required a good understanding of the details of the process of evaluating risk and the adequacy of controls.

Many candidates appeared to have difficulty determining what aspect of risk assessment the question was covering.

A number of candidates were only able to outline the stages of risk assessment, not appreciating that there was an association with the hierarchy of control and the likelihood and severity of harm. Some candidates saw the link with the hierarchy of control, but structured their whole answer around it in detail, without including any consideration of other aspects. Other candidates explained the five steps of risk assessment, or gave examples of different types of physical controls, which was not what the question was asking for.

In part (b) most candidates recognised the importance of the legal requirement, and better answers were able to gain full marks by including additional reasons.

Question 10 **Identify** information that an organisation may need to make available in a civil claim for negligence in a case involving work-related ill-health. **(8)**

This question assessed candidates' knowledge and understanding of learning outcomes 4.3: Describe the legal and organisational requirements for recording and reporting incidents; and 4.2: Explain the purpose of, and procedures for, investigating incidents (accidents, cases of work-related ill-health and other occurrences).

This question was understood and responded to well by most candidates. However, there were some candidates whose answers were too brief, while others gave too much detail. Although 'identify' indicates that no explanation is required, responses still need to adequately express the concept, ie 'an employee's medical history'. Long explanations are not required, and can waste time for candidates during the examination, giving too much detail on too few points.

Apart from difficulties with command words, some answers to this question showed that candidates had not read the question carefully, as they included accident reports in their answers, even though the question was about an ill-health issue, not an accident.

Question 11 (a) **Outline** financial reasons for promoting good standards of health and safety at work. **(4)**

 (b) *Other than* financial reasons, **identify** barriers to achieving good standards of health and safety at work. **(4)**

This question assessed candidates' knowledge and understanding of learning outcomes 1.1: Outline the scope and nature of occupational health and safety; and 1.2: Explain the moral and financial reasons for promoting good standards of health and safety in the workplace.

Part (a) asked for financial reasons for promoting good standards of health and safety. Many candidates outlined a number of negative events that could be avoided, but did not link this avoidance to reduced costs, or provide other financial benefits in their responses.

Part (b) was generally not answered well. Most candidates focused on management commitment and poor safety culture, but did not cover a wide enough range of potential barriers to gain more marks.

Examination technique

The following issues are consistently identified as the main areas in need of improvement for candidates taking Certificate level qualifications:

Candidates misread/misinterpreted the question

Candidates misreading or misinterpreting the question is by far the most common cause of candidates not gaining the maximum marks available.

NEBOSH questions are systematically and carefully prepared and are subject to a number of checks and balances prior to being authorised for use in question papers. These checks include ensuring that questions set for the Certificate level qualifications relate directly to the learning outcomes contained within the associated syllabus guides. The learning outcomes require candidates to be sufficiently prepared to provide the relevant depth of answer across a broad range of subject areas. For example, a candidate could be asked about the causes of stress, or could be asked about the effects of stress. A question could require a response relating to the principles of fire initiation, or a question could require a response relating to the spread of fire. Therefore, a candidate should focus not only on the general topic area (eg stress, fire) but also the specific aspect of that subject to which the question relates.

Candidates must also pay attention to the command word. For example, a question could ask candidates to '**identify** the hazards associated with demolition work', or a question from the same element could ask candidates to '**outline** the control measures required during demolition work'. Candidates appear to focus solely on the object of the question (demolition) and do not pay sufficient attention to the subject (hazards or control measures in the examples given) or the command word ('identify' or 'outline' in the examples given). There is often some confusion between hazard and risk. If a question requires an outline of hazards for a given situation, candidates must be careful not to provide risks, or even in some circumstances precautions, as they will not be able to attract marks.

Examiners suggest that while many candidates do begin their answer satisfactorily and perhaps gain one or two marks, they then lose sight of the question and include irrelevant information. Although further points included in an answer can relate to the general subject area, these points are not focused on the specific learning outcome and marks cannot be awarded. However, some candidates appear to misread or misinterpret several questions. This situation is more likely due to candidates preparing for the examination with a number of memorised answers obtained through rote-learning, that again can provide answers that are loosely associated with the subject matter but do not provide answers specific to the question. Such an approach is clearly evident to an Examiner and demonstrates little understanding of the subject matter and marks are not awarded.

Candidates are advised to allow sufficient time to read and re-read the question in order to determine the key requirements prior to committing their answer to paper. Preparing a time plan before the examination will indicate how many minutes are available for each question and then part of this time allocation can be given to reading the question. Underlining or highlighting key words can assist in keeping focused on the salient points and simple mind maps or answer plans can also be useful. Maps and plans should be kept simple so as not to use up too much examination time.

Candidates did not respond effectively to the command word

A key indicator a question will be the command word, which is always given in **bold** typeface. The command word will indicate the depth of answer that is expected by the candidate and relates to the amount of detail that should be included in each point of the answer.

The learning outcomes in each element of all syllabus guides include the relevant command word that dictates the level of detail that should be covered in a course of study and the depth of answer that a candidate would be expected to provide in an answer to an examination question.

Examiners report that candidates continue to incorrectly observe the command words and therefore compromise their ability to gain the marks available. The majority of cases where command words are not observed relate to insufficient detail being given by a candidate in their examination answer. A significant number of candidates, irrespective of the command word given in the question, provide all answers in the form of a brief list of one or two words. This would normally not be sufficient to gain marks where the command word given was 'outline', 'explain' or 'describe', all of which require answers of more than one or two words.

Some candidates do provide too much information, which would not be required where a command word limits the expected answer to 'give' or 'identify'. Candidates would not be penalised for providing excessive detail but this would not be an efficient use of the time allocated.

Course providers should ensure that learning materials complement the command words in the syllabus guide and the NEBOSH guidance on command words and that sufficient time is given to advising candidates on suitable examination technique during a course of study.

Candidates unnecessarily wrote the question down

Developing a time plan is a key element in preparing for an examination. Advice included on Certificate question papers suggests that 30 minutes should be allocated for the answer to the long 20-mark question, and 90 minutes should be allocated to the answers for the remaining ten, 8-mark short questions. Therefore there are around 9 minutes available to answer an 8-mark question. This time will be required for reading the question properly at least twice, developing an answer plan, and then committing the answer to paper while regularly referring back to the question in order to maintain focus. Therefore any inefficient use of this time should be avoided.

The efficient use of this time is essential in order to ensure that all questions can be answered within the 2 hours available. Many candidates feel it necessary to write out the question, in full, prior to providing their answer and although this practice will not lose marks it will lose valuable time. A significant number of candidates do not answer all of the questions in the time permitted and do not complete the question paper, some of whom obviously run out of time.

Candidates provided rote-learned responses that did not fit the question

It is clear that there are a significant number of candidates who seem to recite answers in the examination that have been rote-learned in advance and do not answer the question.

While knowledge of material forms a part of the study for a Certificate-level qualification, a key aspect being assessed is a candidate's **understanding** of the subject and reciting a pre-prepared and memorised answer will not show a candidate's understanding. In fact, if a candidate gives a memorised answer to a question that may look similar, but actually is asking for a different aspect of a topic in the syllabus, it shows a lack of understanding of the subject and will inevitably result in low marks being awarded for that answer.

Candidates repeated the same points but in different ways / Candidates provided the same answer to different questions

There are instances where candidates repeat very similar points in their answers, sometimes a number of times. This is easily done in the stressful environment of the examination. However, once a point has been successfully made and a mark awarded for it, that mark cannot be awarded again for similar points made later in the answer.

Candidates are advised to practise examination technique in their preparations to avoid this kind of pitfall. Writing an answer plan where points can be ticked off when made, or structuring an answer so that each point made is clearly shown, for example by underlining key points, can be of great use. This technique aids candidates and makes it much clearer in the stress of the examination for candidates to see which points have been made and reduce the chances of the same point being made several times.

Candidates did not answer all of the questions

It has been noted that a number of candidates do not attempt all of the questions and of course where a candidate does not provide an answer to a question, no marks can be awarded. This seriously affects the potential marks available and the possibility of achieving a pass. Course providers must emphasise the importance of attempting all questions in order to maximise the opportunity to attract marks.

There can be several reasons for this issue: running out of the allocated time for the examination, not knowing the answer to the question, or forgetting to answer a question.

Questions can be answered in any order and answers can be written in any order in the answer book provided. Candidates are advised to clearly keep track of questions they have attempted, such as

marking them on the question paper that would minimise the risk of inadvertently missing a question to answer.

If the subject of the question is unfamiliar or the answer is not known, then it will be challenging to provide an answer. This can result from rote-learning and preparing for an examination with a number of memorised answers, or simply not being adequately prepared for the examination across the breadth of the syllabus. There is always the risk of a candidate 'going blank' in an examination situation, in which case candidates should be prepared with some techniques to help. Rather than trying to remember what was taught or what has been read, ask yourself 'what would I do, in this situation?'. Reference to personal application or experience is sometimes enough to stimulate an answer that otherwise may have been missed. Alternatively, candidates can go back to first principles and break a question down into elements such as 'people', 'equipment', 'materials' and the 'working environment'. Approaching a question in small sections can minimise the risk of being overwhelmed by it as a whole.

Running out of time can be avoided by having an examination time plan and working to it. The question paper advises that you should spend 30 minutes on the long answer (question 1) and 90 minutes on the remaining ten short answer questions. This will provide around 9 minutes per short answer, follow the clock and when the time per question has expired, move on. Answering a question partly is better than not answering at all.

Candidates did not allocate enough time to the question / Time management

In a number of cases question 1 is left until last or later in the question paper and does not appear to be answered completely. Other candidates appear to rush the last one or two questions by providing very brief or bullet point answers, even when these questions require an outline. This indicates a lack of time management. It is advised that course providers and candidates spend time developing the skill of writing answers to questions bearing in mind the number of marks and time available. A 20-mark question requires significantly more detail than an 8-mark question.

Candidates might benefit from writing abbreviations to save time and to recognise that there is no need to write out the question at the beginning of their answer. Standard abbreviations such as HSE, RIDDOR, COSHH, PPE and DSE are acceptable.

Candidates' handwriting was illegible

Sometimes Examiners have difficulty in reading the handwriting of some candidates. Although allowances are made for candidates under the pressure of an examination, course providers must remind candidates that their writing needs to be legible or valuable marks may not be picked up during marking.

There is a minimum literacy requirement for candidates on NEBOSH qualifications. As stated in the syllabus guides the standard of English required by candidates studying for Certificate level must be such that they can both understand and articulate the concepts contained in the syllabus.

NEBOSH recommends to accredited course providers that candidates taking this qualification should reach a minimum standard of English equivalent to an International English Language Testing System score of 6.0 or higher in IELTS tests in order to be accepted onto a Certificate level programme.

For further information please see the latest version of the IELTS Handbook or consult the IELTS website: <https://www.ielts.org/about-the-test/test-format>

Candidates wishing to assess their own language expertise may consult the IELTS website for information on taking the test: <https://www.ielts.org>

Course providers are reminded that they must ensure that these standards are satisfied or additional tuition provided to ensure accessible and inclusive lifelong learning.

Command words

Please note that the examples used here are for the purpose of explanation only.

Outline

The command word 'outline' is by far the most challenging for candidates. Referring to the NEBOSH guidance on command words available on the NEBOSH website, 'outline' means *"To indicate the principal features or different parts of"*.

Many candidates do not give sufficient detail in order to warrant an 'outline' answer. The NEBOSH guidance on command word states that *"an exhaustive description is not required. What is sought is a brief summary of the major aspects of whatever is stated in the question"*.

If the use of the command word in everyday language or conversation is considered it may help the candidate understand what is required. If asked to '**outline** the risks to an operator when manually closing a valve' an answer such as 'cuts, bruises, burns and strains' would be insufficient as this represents a listed answer. However, 'cuts from contact with sharp edges of the hand wheel, bruises from impact with adjacent plant items, burns from contact with adjacent uninsulated pipe work and strains from using excessive force' would be sufficient.

Explain

The command word 'explain' requires the candidate to provide an understanding of the subject of the question and will usually be used in conjunction with 'why' or 'how'. Such as '**explain** how an interlocked guard operates' or '**explain** why a forklift truck may overturn'.

Some candidates approach an 'explain' question the same as an 'outline' and provide a number of individual points rather than providing an explanation as to how something operates or why something occurs. While some candidates do answer such questions sufficiently and satisfactorily, other candidates have difficulty in explaining in a logical sequence and many repeat the same point.

Identify

'Identify' questions require the name or title of an item, such as, '**identify** the effects of electricity on the human body', or '**identify** the features of a vehicle route'. In most cases one or two words will be sufficient and further detail will not be required to gain the marks.

For example, if asked to '**identify** types of equipment found in an office' appropriate answers could be personal computer, printer, telephone, photocopier, etc. There would be no need to embellish those points with a description of the equipment or its function.

However, in contrast to 'outline' answers being too brief, many candidates feel obliged to expand 'identify' answers into too much detail, with the possible perception that more words equals more marks. This is not the case and course providers should use the NEBOSH guidance on command words within their examination preparation sessions in order to prepare candidates for the command words that may arise.

Describe

The command word 'describe' clearly requires a description of something. The NEBOSH guidance on command words says that 'describe' requires a detailed written account of the distinctive features of a topic such that another person would be able to visualise what was being described.

If asked to describe the clock in the examination room, a person would have little difficulty in doing so and would most probably refer to its shape, its size, the colour of the clock and the style of numerals. Answers to such a question would almost certainly not result in general unconnected information about clocks, the history of clocks, or an explanation of why the clock is present in the room. Candidates should consider the general use of the command word when providing examination answers.

Give

'Give' questions require a statement that is relevant to the subject asked for in the question but additional explanation is not required. Often, 'give' questions ask for the meaning of a particular term. While detailed explanation of the application of the term would not be required, a correct knowledge of the term itself is needed in order for the Examiner to award marks.

For additional guidance, please see NEBOSH's *'Guidance on command words used in learning outcomes and question papers'* document, which is available on our website: www.nebosh.org.uk/students/default.asp?cref=1345&ct=2.