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## HEALTH AND SAFETY COMMISSION

### HSC Diversity Seminar 9 October 2007

**A Paper by: Sarah Page, External Diversity & John Rowson, HR Internal Diversity**

**Cleared by: Vivienne Dews and Jonathan Rees on 21 September 2007**

#### Issue

1. Providing HSC with a background briefing to the diversity seminar on 9 October 2007, the emphasis of which will be on HSC/E's external diversity agenda.

#### Timing

2. Immediate – the event is being held in the afternoon of the October HSC meeting.

#### Recommendation

3. That Commissioners note the content of this paper and consider matters they may wish to raise at the event.

#### Background

4. In November 2006, the Commission welcomed HSC/E's draft Gender and Disability Equality Schemes (which followed the Race Equality Scheme, first published in 2002) and the internal and external consultation that had taken place. Commissioners identified a range of contemporary concerns associated with the diversity of Britain's workforce, noted the importance of reflecting this in HSE's profile and activities, and the need to be alert to changing trends. Commissioners agreed to hold further discussions and requested a diversity seminar to take a **strategic look at the wider diversity agenda and its integration by HSE.**
5. This paper reviews briefly the broader diversity agenda, offers an overview of HSE progress against both external (service provider) and internal (employer) priorities, and suggests some pointers for discussion on future priorities, notably the **ageing workforce** and **migrant workers.**

#### Government agenda

6. Anti-discrimination law has evolved since the 1970s into 6 'classic' diversity strands: race, gender, disability, age, sexual orientation and religion or belief; and more recently the government has placed duties on **public authorities** to develop Equality Schemes on race, gender and disability.
7. This year the Government's Discrimination Law Review has made proposals, now out for consultation, on modernising and harmonising discrimination legislation. A **single equality duty** is proposed, bringing within a single equalities

scheme all 6 diversity strands, and a legal framework that emphasises outcomes and better services.

8. Run in parallel with the Discrimination Law Review, Trevor Phillips chaired an Equalities Review looking at the causes of persistent discrimination and inequality. The report<sup>1</sup> proposes a broader ‘human rights’ view of equality that takes account of factors such as family and social life, safety, education, quality of life and freedom of belief and religion. The Government is expected to make proposals in the autumn in the light of the Discrimination Law Review, Equalities Review and the creation of the Commission for Equality and Human Rights (CEHR), which becomes operational in October.
9. Finally, the Prime Minister announced in July that the Machinery of Government changes created a new Equalities Office. This is located in the Department for Work and Pensions (DWP) and absorbs the Women & Equalities Unit, previously based in the Department for Communities and Local Government.
10. The broader picture and implications for HSE will be included in a presentation by **Rob Berkeley, Deputy Director Runnymede Trust.**

### **Diversity in HSE**

11. The HSE diversity agenda is underpinned by the Board’s “vision” (Annex 1) and is driven by the Diversity Steering Group (DSG), chaired by **Vivienne Dews** (Director Resources & Planning and first speaker at the seminar). DSG is a Board level group with HSE Trade Union membership and representation from DWP. This Group sets priorities and monitors progress. We will let the Commission have our annual report in the New Year but key areas of work are highlighted below and include the following:

### **Progress on the External Agenda**

12. Key external diversity activity this year includes **operational interventions** targeting migrant workers, **policy product development** to equip staff with the necessary diversity tools and **horizon scanning**.
13. Examples of **operational initiatives** are:
  - i. **reaching out to minority groups**, e.g. FOD NW Health & Safety Advisory Officer secondment to the Asian Business Federation, FOD Midlands joint work with Local Authorities on developing targeted ethnic business links, FOD Scotland participating in “New Roots Scotland” to support training asylum seekers;
  - ii. **building stronger links** with both regulatory partners (eg the Gangmasters Licensing Authority, Local Authorities) and external stakeholders (eg ethnic minority business groups to raise awareness of health and safety issues);
  - iii. promoting the use of our **interpretation services**, notably in relation to migrant workers.
14. HSC received a detailed progress report on **vulnerable (including migrant) workers** at its September meeting [HSC/07/63]. The Commission underlined the importance they attach to effective protection of migrant workers, given their extensive involvement in some higher risk sectors and more generally. They also noted the potential for language problems and, for some migrants, their

undocumented status, to compound vulnerability and that this reinforces the case for a strong focus in operational effort.

15. The Commission asked in particular for **improved evidence-gathering**, which we are now pursuing through targeted surveys, collaborating with LACoRS, Operational colleagues, Industry Advisory Committees and Industry Associations. They also asked for **generic guidance for employers**.

HSC will hear directly from **HSE's policy lead Jeremy Bevan** at the seminar.

16. **Policy product development** has included:

- i. A **new communications toolkit** and **translation framework**, providing staff with authoritative practical guidance to identify which diverse audiences are important and how best to engage them. The guidance has informed decisions about targeted translation, e.g. our Agriculture & Food Sector is developing training material for potato harvesters in partnership with the British Potato Council which is being translated into 6 target languages.
- ii. Launch of a previously piloted **Equality Impact Assessment Tool** to mainstream diversity into day-to-day policy-making and service delivery. Policy teams have used the tool as a trigger to consider how to ensure we meet the needs of different groups in work ranging from the Fit 3 Workplace Transport Route Map to the review of the Health & Safety Information for Employees Regulations statutory poster (where it pointed to the need to consider non-English speakers and people with certain visual or other disabilities).
- iii. Publication of joint guidance with the Disability Rights Commission on **disability and risk assessment**, following endorsement of the joint HSC/DRC statement on overarching principles of health and safety risk management and disability. The guidance is designed to overcome the false use of health and safety to justify discrimination against disabled workers and is accompanied by updated operational instructions to field staff.

17. **Horizon scanning** considers demographic issues of relevance to the health and safety system, including ageing, migration and ethnicity, working patterns, and the shape of industry. Its purpose was explained at an HSC workshop in June. **HSE's Dr Stephen Kinghorn-Perry will focus on the "Age Shift"** and how, if we plan now, we can position ourselves to exploit the opportunities and meet the challenges caused by population ageing as well as adapting our responses to avoid potential problems.

### **Progress on the Internal Agenda**

18. HSE's internal agenda has focused on:
- i. **improving levels of representation** as part of the Civil Service wide diversity agenda - a summary of the Cabinet Office 10 Point Plan is at Annex 2.
  - ii. HSE has been working towards diversity targets since 2002. Progress is shown in the tables at Annex 3. The **main trends over five years** are:
    - a. an increase in the overall representation of women (47.6%). We have achieved the representation targets at all job bands 1 to 6, but we still need to do more at Senior Civil Service level;

- b. levels of representation of staff with a disability declined from 4.6% to 3.8%. There has been some improvement at the top two job bands, but reductions at other bands.
    - c. levels of representation of Black and Minority Ethnic (BME) staff declined from 5.0% to 4.6%, but there has been some improvement in representation at senior job bands. However, we are behind all of our targets which were ambitiously increased in 2004.
  - iii. **The limited progress on race and disability is disappointing.** We have put considerable effort into promoting HSE as a good employer and opening up recruitment to attract a diverse range of candidates, but have had limited success in attracting recruits. Relatively fewer BME staff than white staff have gained promotion, which we have reviewed (see below). Since April 2006 restrictions on recruitment and promotion as part of the drive to reduce staff numbers have prevented us from taking more action. There is also significant under-reporting of ethnicity (36% of staff do not declare) and disability, which we are trying to address but it is proving difficult;
  - iv. Over the last twelve months we have taken forward:
    - a. a study into the **career progression** of BME staff in HSE (the terms of reference were developed with the BME staff network 'MAGNET'). Proposals are being developed to provide mentoring and training support to BME staff, refresh HSE's diversity training and improve representation of BME staff on promotion panels;
    - b. a review of trainee inspector **recruitment campaigns** between 2005 and 2006 to identify why they failed to recruit BME staff. For an internal recruitment campaign currently underway, the assessment process used to select staff has been reviewed and further diversity checks built in;
    - c. provided HR support and finance to help existing ethnic, gender and disability **staff networks** and in 2007 working with staff to help them launch a lesbian, gay, bisexual and transgender network;
    - d. reviewed the effectiveness of the advice and support available to staff via a network of **harassment advisers** to see whether new arrangements are needed. This work is ongoing.
19. A key current priority is the equality impact of proposals to relocate posts from Rose Court to Redgrave Court, described in "**How and Where We Work: the Way Forward**" (HWWW) [HSE Board paper B/07/70, Annex 1.3.1.4]. The regional workforce in the North West has a different profile from that in London. If we move from London to the North West there is, in particular, likely to be a reduction in the representation of BME staff
20. We would propose to develop our diversity strategy and to work with others, including the local authorities, to ensure that the HSE of the future is as diverse as possible.
21. The equality impact assessment has identified some areas where we will need to give more support to staff in the under-represented groups, and we are

incorporating this in the support packages we are developing in preparation for the Commission's discussions on HWWW.

**22. Gaynor Coldrick, Director HR, will lead the seminar's internal diversity update.**

**Argument**

23. Overall, we have made **useful progress on external diversity** but much remains to be done. Embedding new processes and practices has been a vital first step - the challenge now is to secure real-world outcomes for these processes by effectively mainstreaming them into policy-making, operational activity and communications. This is being actively pursued with DSG monitoring progress. Horizon scanning inputs will help us to remain alert.

24. There has also been **good internal progress in a number of areas**, but there are clear challenges. HWWW may impact on HSE's ability to maintain planned progress towards some diversity targets; and the programme of actions resulting from the equality impact assessment will require substantial HR resource, limiting those available to take forward other diversity priorities. However, progress will regularly be monitored and the Board, Diversity Steering Group and Commission kept updated.

**Consultation**

25. Diversity progress reports are approved by the Diversity Steering Group (DSG).

**Presentation**

26. Internal only. The event is exclusively for Commissioners in response to their request.

**Costs and Benefits**

27. The cost of the seminar is estimated at £6000 for staff and speaker time. The key benefits are keeping Commissioners up-to-date with the wider diversity agenda, HSE's position and progress, and to highlight possible future trends.

**Financial/Resource Implications for HSE**

28. This paper refers to existing work, already authorised by both the Commission & Executive.

29. It costs approximately £125,000 per year to support delivery of the external diversity agenda. This includes the salaries of the equivalent to 2.9 units of staff (across Bands 2 – 5) devoted to driving external diversity progress, providing advice to operational and policy colleagues, central coordination and monitoring of our Equalities Schemes, and providing secretarial support to the DSG.

30. It costs at least £75,000 per year to support delivery of the internal diversity agenda. This includes the salaries of two HR specialists who dedicate about a quarter of their time to managing internal diversity (other HR staff are also involved more broadly) and funding to support the staff networks for race, gender, disability and sexual orientation (recently set up). However, additional HR resources (equivalent to half a staff unit) have been needed to carry out the HWWW equality impact assessment.

31. Quantifying the costs of external equality impact assessment is difficult as this is **essentially an extension of good practice in policy development**. In

mainstreaming the diversity agenda, equality impact assessment will gradually be woven into the generic impact assessment processes already customary to policy development and review. Many of our staff already have good awareness of diversity issues based on experience and/or previous instruction, but training is taking place to raise awareness for others at an additional cost of £6,600.

### **Action / Next Steps**

32. It is hoped that the seminar will stimulate lively debate and help inform future HSC strategy. HSE will continue to drive actions published in the Equality Schemes, regularly monitor progress and report annually the findings to both the Board and Commission.

### **Reference:**

1. "Fairness and Freedom": The Final Report of the Equalities Review  
<http://www.theequalitiesreview.org.uk/>

**Annex 1**

## **The HSE Board's vision**

HSE's vision is "to gain recognition of health and safety as a cornerstone of a civilised society". That society is a diverse one. To achieve our vision, we must protect all people's health and safety in the workplace, whatever their race, gender, disability, age, religion or sexual orientation – indeed whatever their background and outlook on life. Our ability to improve health and safety outcomes depends on this – it's a business imperative for us.

To be successful, therefore, HSE needs to be an organisation which really understands the diverse society in which it operates; which is clear about the impact of its policies and operations on that diverse society; and which confidently conducts its business with sensitivity and respect for people's different needs, vulnerabilities and perspectives on life.

HSE will do this best if we ourselves reflect that diverse society – if the make-up of our staff at all levels reflects the people we are dealing with. Encouraging and valuing diversity amongst our own staff is therefore key to our success and effectiveness, and one of our core values. We want to be a fair and inclusive organisation, respecting what each person brings to our business and recognising the value it adds.

## **DELIVERING A DIVERSE CIVIL SERVICE A 10-Point Plan**

### **WHAT IS IT?**

The 10 point plan sets out 10 key points that the Head of the Civil Service and the Civil Service Management Board have committed to. It will help us achieve a more diverse Civil Service workforce, especially at senior levels.

### **WHY DO WE NEED IT?**

The Civil Service must be relevant to the customers it serves. As part of a wider commitment to build the capacity of the Civil Service to deliver excellence in public services, through improving leadership skills and diversity, the Government set new diversity targets to achieve by 2008:

- 37% of the Senior Civil Service to be women;
- 30% of top management posts to be filled by women;
- 4% of Senior Civil Service to be from minority ethnic backgrounds;
- 3.2% of the Senior Civil Service to be disabled people.

### **THE 10 KEY AREAS FOR CHANGE**

#### **1. TARGETS**

Targets for the Senior Civil Service (SCS) as a whole are now underpinned by departmental targets.

#### **2. MEASUREMENT AND EVALUATION**

We need to know whether our action is succeeding. Departmental and corporate monitoring will provide checkpoints on progress and opportunities to take different action where necessary.

#### **3. DELIVERING ON DIVERSITY THROUGH THE DIVERSITY CHAMPIONS' NETWORK (DCN)**

We need to ensure that change happens across the whole Civil Service. The DCN is a network of very senior diversity champions across departments and agencies.

#### **4. LEADERSHIP AND ACCOUNTABILITY**

Visible leadership commitment to diversity is a key enabler of success.

#### **5. RECRUITMENT**

We need to make sure that the Civil Service is an Employer of Choice for talented people from under-represented groups.

#### **6. DEVELOPMENT**

Identification and accelerated development of talented people from under-represented groups in the grades just below the SCS is key to success.

#### **7. BEHAVIOUR AND CULTURE CHANGE**

The Civil Service must demonstrate that it has a policy of zero tolerance of discrimination on any grounds and of bullying behaviour.

#### **8. DIVERSITY IMPACT OF THE EFFICIENCY AND RELOCATION REVIEWS**

Maintaining a diverse workforce and talent pool for the future is important to achieve our longer term aim of a Civil Service that represents the population at all levels.

#### **9. MAINSTREAMING DIVERSITY**

Equality and diversity must be on the agenda at all levels, in every part of our organisations if they are to succeed. It cannot be a bolt-on to other policies and initiatives.

#### **10. COMMUNICATION**

There will be an effective communication strategy at corporate and departmental level, for clear internal and external messages, to ensure success of the plan.

## HSE DIVERSITY TARGETS

Gender	01/04/2002		01/04/2003		01/04/2004		01/04/2005		01/04/2006		01/04/2007		Change 02 - 07	HSE Targets	Variance against Target
	Band	Female	% Of SiP By Band	Female	% Of SiP By Band	Female	% Of SiP By Band	Female	% Of SiP By Band	Female	% Of SiP By Band	Female			
SCS	11	20.0%	14	25.0%	13	23.6%	12	23.5%	12	23.5%	11	21.6%	1.6	29.0%	-7.4
1	18	13.3%	22	17.1%	25	19.2%	26	19.4%	29	22.8%	30	24.0%	10.7	10.0%	14.0
2	92	14.7%	107	16.6%	108	16.8%	117	18.5%	126	20.7%	122	20.4%	5.7	13.7%	6.7
3	375	29.9%	427	31.8%	468	33.5%	477	34.2%	476	36.7%	466	36.9%	7.0	27.8%	9.1
4	315	48.5%	312	49.5%	254	49.7%	227	49.5%	278	50.7%	256	50.3%	1.8	50.0%	0.3
5	349	67.4%	371	67.6%	360	68.7%	392	69.1%	405	69.9%	369	69.8%	2.4	64.0%	5.8
6	719	68.3%	745	70.2%	713	71.4%	651	71.7%	621	72.5%	592	73.5%	5.2	70.0%	3.5
<b>Total</b>	<b>1879</b>	<b>43.8%</b>	<b>1998</b>	<b>45.3%</b>	<b>1941</b>	<b>45.6%</b>	<b>1902</b>	<b>45.9%</b>	<b>1947</b>	<b>47.9%</b>	<b>1846</b>	<b>47.6%</b>	<b>3.8</b>	<b>44.2%</b>	<b>3.4</b>

Disability	01/04/2002		01/04/2003		01/04/2004		01/04/2005		01/04/2006		01/04/2007		Change 02 - 07	HSE Targets	Variance against Target
	Band	PWD <sup>1</sup>	% Of SiP By Band	PWD	% Of SiP By Band	PWD	% Of SiP By Band	PWD	% Of SiP By Band	PWD	% Of SiP By Band	PWD			
SCS <sup>2</sup>	4	2.1%	3	1.6%	3	1.1%	3	1.1%	4	1.7%	5	2.8%	0.7	3.3%	-0.5
1	22	3.5%	24	3.7%	29	4.5%	28	4.4%	26	4.3%	25	4.1%	0.6	1.8%	2.3
2	48	3.8%	47	3.5%	45	3.2%	44	3.2%	36	2.8%	32	2.5%	-1.3	1.6%	0.9
3	21	3.2%	16	2.5%	17	3.3%	18	3.9%	17	3.1%	17	3.3%	0.1	2.9%	0.4
4	22	4.2%	26	4.7%	25	4.8%	26	4.6%	19	3.3%	22	4.1%	-0.1	3.9%	0.2
5	80	7.6%	71	6.7%	67	6.7%	58	6.4%	55	6.4%	50	6.1%	-1.5	6.4%	-0.3
<b>Total</b>	<b>197</b>	<b>4.6%</b>	<b>187</b>	<b>4.2%</b>	<b>186</b>	<b>4.4%</b>	<b>177</b>	<b>4.3%</b>	<b>157</b>	<b>3.9%</b>	<b>151</b>	<b>3.8%</b>	<b>-0.8</b>	<b>3.5%</b>	<b>0.3</b>

Race	01/04/2002		01/04/2003		01/04/2004		01/04/2005		01/04/2006		01/04/2007		Change 02 - 07	HSE Targets	Variance against Target
	Band	BME <sup>3</sup>	% Of SiP By Band	BME	% Of SiP By Band	BME	% Of SiP By Band	BME	% Of SiP By Band	BME	% Of SiP By Band	BME	% Of SiP By Band	% points	BME
SCS <sup>2</sup>		0.0%	1	0.5%	2	1.1%	2	1.1%	3	1.1%	3	1.7%	1.7	4.1%	-2.4
1															
2	12	1.9%	11	1.7%	14	2.2%	13	2.1%	13	2.1%	14	2.3%	0.4	3.7%	-1.4
3	39	3.1%	45	3.4%	56	4.0%	62	4.4%	53	4.1%	46	3.6%	0.5	6.8%	-3.2
4	38	5.8%	42	6.7%	31	6.1%	29	6.3%	32	5.8%	25	4.9%	-0.9	7.8%	-2.9
5	34	6.6%	56	10.2%	54	10.3%	58	10.2%	49	8.5%	48	9.1%	2.5	16.5%	-7.4
6	93	8.8%	91	8.6%	90	9.0%	72	7.9%	52	6.1%	44	5.5%	-3.3	17.6%	-12.1
<b>Total</b>	<b>216</b>	<b>5.0%</b>	<b>246</b>	<b>5.6%</b>	<b>247</b>	<b>5.8%</b>	<b>236</b>	<b>5.7%</b>	<b>202</b>	<b>5.0%</b>	<b>180</b>	<b>4.6%</b>	<b>-0.4</b>	<b>10.5%</b>	<b>-5.9</b>

### Key

<sup>1</sup>PWD = people with a disability

<sup>2</sup>SCS/1 =Targets combined because of small numbers

<sup>3</sup>BME = Black and minority ethnic