

The Health and Safety Commission Business Plan 2005/06-2007/08



The Health and Safety Commission

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Foreword

In 2004, we celebrated 30 years since the Health and Safety at Work etc Act created the Health and Safety Commission (HSC) and Executive (HSE). The anniversary gave us the opportunity to look back and reflect on the major social, economic and technological changes that have taken place since 1974.

The anniversary year itself was eventful. HSC/E emerged, with some credit, from an inquiry by the Work and Pensions Select Committee and a number of government-wide reviews. Most importantly, HM Treasury set a new health and safety Public Service Agreement (PSA) as part of the 2004 Spending Review process. This is a clear demonstration of the Government's commitment to the HSC Strategy and to our work.

HSC/E is serious about delivering the PSA, and recognises that it will require changes in much of what we do. Those working in HSE have been instrumental in delivering significant health and safety improvements in Great Britain over the last 30 years. The PSA requires us to build on the considerable strengths of our people.

We also recognise that we cannot achieve these goals on our own. We need to build strategic partnerships, not least with local authorities and the devolved administrations in Scotland and Wales. By working with colleagues in other parts of Government we can achieve more on a range of shared agendas, from reforming incapacity benefit; through helping the Department of Health take forward the *Choosing Health* White Paper; to improving the efficiency of the Public Service overall. All are mutually beneficial scenarios.

But while this plan acknowledges the crucial role played by others (eg local authorities) it is primarily about the work of HSE. We have overhauled our Strategic Programme structure. HSE now has two key Strategic Delivery Programmes (SDPs), focusing on the main elements of the PSA (major hazards and occupational health and safety). We have also developed four Strategic Enabling Programmes (Enforcement, Local Authority, Business Involvement and Worker Involvement) to implement key elements of the Strategy and support the work of the SDPs.

In addition to the PSA, HSE's Executive Team has set a target to achieve £50 million efficiency savings by 2007/08. To achieve this, we are building on our efficiency plan and establishing a new Efficiency, Economy and Productivity Programme.

HSC/E needs a business plan that reflects its delivery focus. It is therefore with great pleasure that we introduce a document that is quite different from its predecessors. This business plan covers the next three years (2005/06-2007/08), to align with the PSA period and encourage a more strategic approach to planning.

We hope you will support the changes that HSC/E plans to make over the next three years. It is only by changing and adapting that we can continue to make a difference. However, underneath all of the changes, HSC/E's aims and aspirations remain the same as those we held three decades ago. We still want to work with others to protect people's health and safety by ensuring risks in the workplace are managed properly. We want sensible health and safety to be a cornerstone of civilised society.

Introduction

1 This plan sets out how the Health and Safety Commission (HSC) and the Health and Safety Executive (HSE) intend to:

- take forward HSC's *Strategy for Workplace Health and Safety in Great Britain to 2010 and Beyond*, see www.hse.gov.uk/aboutus/hsc/strategy.htm;
- deliver the PSA targets;
- meet our statutory obligations.

2 Over the next three years HSC/E will complete its restructuring, shifting resources to programme working. This plan is different to previous ones because it:

- is structured to reflect the new ways of working described. The plan is shorter than in previous years, to make it more accessible. It sets out the the main priorities, but it is not exhaustive - more detail is available on our Internet site: www.hse.gov.uk;
- sets out how our work links to the objectives of DWP and the Government;
- shows how outcomes and the PSA targets drive our work, and emphasises our strategic priorities to:
 - focus more on health;
 - improve our impact by working through others, including both businesses and workers;
 - use communications more effectively;
 - maintain work on major hazards as a high priority.

Governance

3 **Ministers** approved the HSC Strategy and approve the Business Plan.

4 **HSC** sets the direction for HSE's decision-making and the overarching framework that HSE needs to deliver the targets.

5 HSE's **Resource and Delivery Group** (RDG), comprising the three members of the Executive, the Finance Director and Chief Scientist, monitors the portfolio of programmes, to ensure that HSE progresses towards the PSA targets and implementation of the Strategy. The RDG ensures a sound financial position, oversees the Efficiency, Economy and Productivity Programme and holds managers to account for operational, financial and efficiency targets.

6 The **HSE Board**, which includes all HSE heads of directorates, also has an important role in decision making, monitoring business risks and managing performance. Programme and project working has established clear lines of personal accountability for programme managers and Strategic Programme Directors.

7 The prime tool for managing corporate performance is HSE's Balanced Scorecard. This quarterly report provides strategic oversight of HSE's delivery, accessible at: www.hse.gov.uk/aboutus/hse/meetings/index.htm.

Our workforce

8 HSE's people are high-calibre and highly motivated. The many strengths of our workforce include professional expertise, commitment, national coverage, and the integration of policy, delivery and inspection in one body. We want to build on these strengths, to develop a more open, diverse and cohesive workforce, which is less hierarchical, more flexible, and encourages interchange. We want to help our staff to realise their potential through continuous development, and to recognise and reward them so that together we deliver our business objectives.

9 We are developing a far-reaching Workforce Strategy alongside a human resource (HR) service transformation project. This will create a workforce with an appropriate balance of skills to address the diverse nature of our work. One key aim is to improve HSE's management functions, to help meet our business objectives.

10 About 7% of staff retire or leave HSE annually, and HSE will run significant recruitment campaigns to bring in new staff. Through this, and by retraining existing staff, HSE will develop new skills for the interventions needed, particularly in policy analysis, project and programme management and strategic delivery. HSE will continue to recruit trainee inspectors. We also aim to improve skills both for specialist roles and more generally in line with the *Professional Skills for Government* initiative.

11 HSE will continue to redirect staff effort so that it is more closely aligned with the Commission's priorities. This will involve shifts of staff resource, for example from corporate support functions to front line delivery, and from work in lower risk areas to work that has a better prospect of bringing about health and safety improvements.

Delivering HSC's Strategy through HSE's Strategic Programmes

12 HSC's Strategy sets out how HSE, local authorities (LAs) and other stakeholders in the health and safety system should work together more effectively to improve health and safety in Great Britain. The Strategy's four themes underlie the development of the Strategic Programmes and the achievement of the targets:

- developing closer partnerships;
- helping people to benefit from effective health and safety;
- focusing on our core business and the right interventions where we are best placed to reduce workplace injury and ill health;
- communicating effectively.

1 - A 30% reduction in the number of working days lost per 100 000 workers from work-related injury and ill health;
 - A 20% reduction in the incidence rate of cases of work-related ill health; and
 - A 10% reduction in the incidence rate of fatal and major injury incidents.

Targets

13 In 2000, the Government and HSC set national targets for health and safety improvements by 2010 as part of *Revitalising Health and Safety*.¹ The RHS indicators have been adopted as part of a new Public Service Agreement (PSA), committing DWP to:

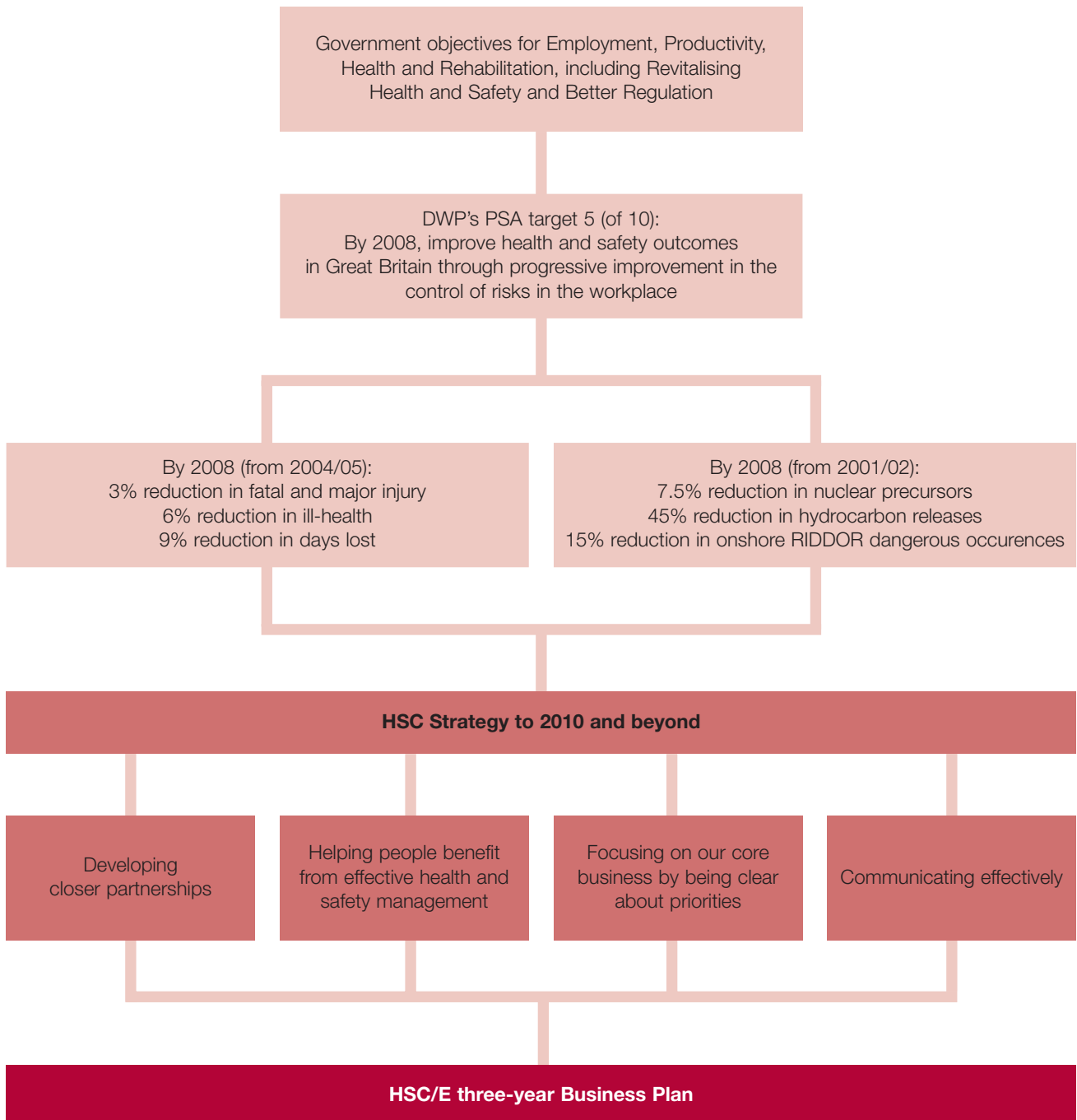
By 2008 improve health and safety outcomes in Great Britain through progressive improvement in the control of risks in the workplace.

14 The PSA targets are, by 2007/08, to reduce:

- the incidence rate of fatal and major injuries by 3%;
- the incidence rate of work-related ill health by 6%;
- the number of working days lost per 100,000 workers from injury and ill health by 9%;
- the number of events reported by licence holders, which HSE's Nuclear Installations Inspectorate judges as having the potential to challenge a nuclear safety system by 7.5%;
- the number of major and significant hydrocarbon releases in the offshore oil and gas sector by 45%;
- the number of relevant RIDDOR² reportable dangerous occurrences in the onshore sector by 15%.

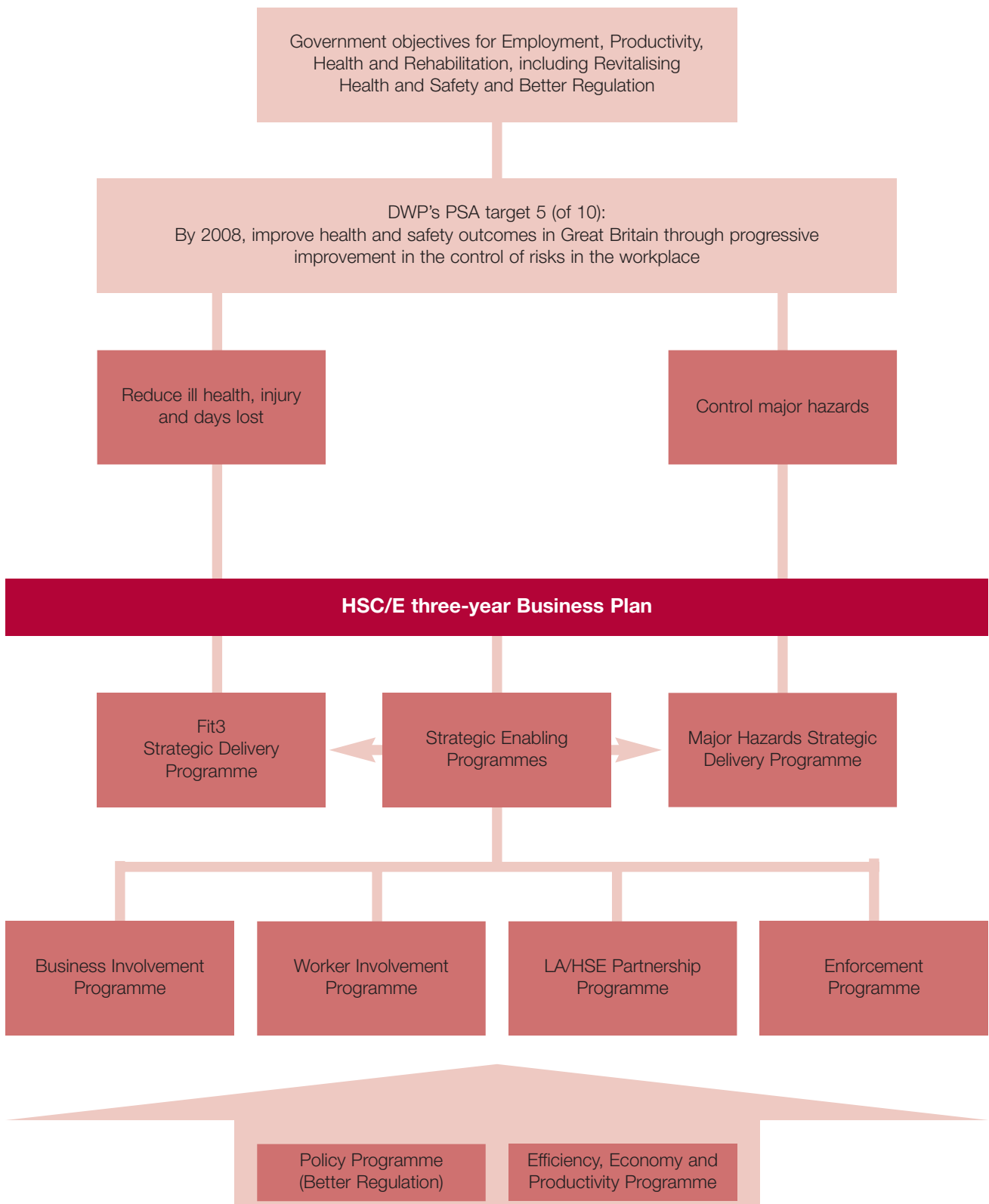
2 Reporting of Injuries, Diseases and Dangerous Occurrences Regulations

For further information see: www.hse.gov.uk/aboutus/plans/sr2004.htm. The overall strategic performance framework is shown below:



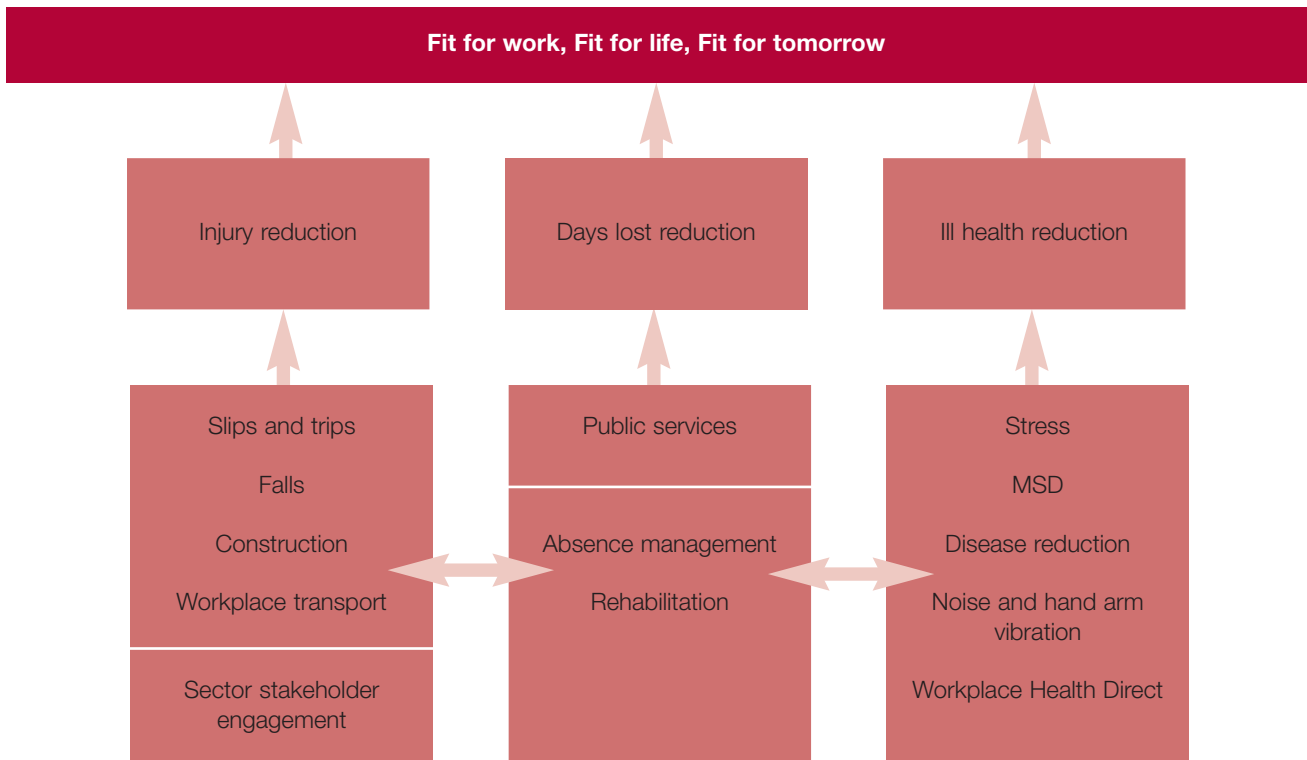
HSE's Strategic Programmes

15 HSE has set up Strategic Programmes as the main agent for delivering the HSC Strategy and the health and safety outcomes necessary to deliver the PSA. Two Strategic Delivery Programmes (SDPs), *Fit for work, fit for life, fit for tomorrow* (Fit3), and Major Hazards, will be supported by four Strategic Enabling Programmes (STEPS), as shown below:



Fit for work, Fit for life, Fit for tomorrow Strategic Delivery Programme

16. The 'Fit3' Strategic Delivery Programme is based on analysis of injury and ill health generation across known hazard and sector hotspots in businesses, large and small.



17 The SDP aims to deliver a 3% reduction in the incidence of work-related fatal and major injuries. Major initiatives and interventions planned include:

- introducing management standards covering all aspects of driver training in **workplace transport**. This will include work to secure co-operation of major stakeholders;
- a major communication and publicity campaign on **slips and trips**, supported by special projects and enforcement activity in autumn 2005;
- implementing the **Work at Height Regulations**;
- projects in **construction** that contribute to the targets on falls from height, musculoskeletal disorders (MSDs), slips and trips, and workplace transport.

18 Fit3 aims to deliver a 6% reduction in the incidence rate of cases of work-related ill health. Major initiatives planned, as a contribution to rising to the challenge of occupational health, include:

- a major communication campaign on **musculoskeletal disorders**, which includes piloting the *Backs Week* projects designed to reduce the incidence of manual handling injuries;

- rolling out the management standards for **stress** across key sectors, including the public sector;
- launching the Workplace Health Direct advice line and selecting partners to pilot new **occupational health support** services, to provide accessible advice and support;
- targeted initiatives to reduce the **incidence of skin disease** in the hairdressing and beauty sectors;
- targeted initiatives to reduce the **incidence of occupational asthma** in the manufacturing, woodworking, and health services;
- introducing new **Vibration** Regulations and **Noise** Regulations.

19 The SDP also aims to deliver a 9% reduction in the incidence rate of days lost due to work-related injuries and ill health. We will achieve this by targeting the **public sector**. The Stress, MSDs, Slips and Trips and Construction Programmes will deliver significant contributions. Major initiatives planned also include:

- developing, monitoring and influencing the implementation of the Ministerial Task Force on Health, Safety and Productivity delivery plan, in which we are working closely with Cabinet Office and HM Treasury;
- raising the profile of sickness absence management in the health and safety and human resource cross-government officials network.

20 Enabling work underpins each of the programme blocks, described in more detail at paragraphs 31 to 38. This will be crucial to maximising the benefit and effectiveness of interventions within Fit3. HSE will seek to exploit links between itself and other government departments - for example, with DWP in the reform of incapacity benefit, with the Department of Health on the health agenda following the *Choosing Health* White Paper, and with Ministerial Task Force departments on the Public Services Programme.

21 The SDP's three main blocks are aligned with the three components of the RHS and PSA targets, ie injury reduction, ill-health reduction and reduction in days lost. By aligning our activity in this way, Fit3 is best placed to deliver the occupational health and safety PSA targets. HSE's Field Operations Directorate (FOD) will support all three work blocks through a mixture of specific projects and topic based inspection.

22 The programmes of work will include a mix of interventions, ranging from the innovative and original to the well tried and proven. Recent developments in FOD's front line intervention capacity, including the introduction of more Health and Safety Awareness Officers, will allow more proactive interventions (as well as maintaining reactive investigations) to reach target groups in more user-friendly ways.

Major Hazards Strategic Delivery Programme

23 The Major Hazards Strategic Delivery Programme focuses on HSE's work regulating and assuring safe management of those industries where failure to manage risks to health and safety could have catastrophic effects. To meet the PSA, HSE must achieve by 2007/08 (against a 2001/02 baseline):

- a 7.5% reduction in the number of events reported by licence holders, which HSE's Nuclear Installations Inspectorate judges as having the potential to challenge a nuclear safety system;
- a 45% reduction in the number of major and significant hydrocarbon releases in the offshore oil and gas sector;
- a 15% reduction in the number of relevant RIDDOR reportable dangerous occurrences in the onshore sector.

24 HSE's work on rail safety will also be included in this programme until it transfers to the Office of Rail Regulation (ORR) in December 2005. The current set of targets does not cover other major hazard areas where HSE is active, such as biological hazards and mining. HSE is working with these industries to develop suitable indicators of risk control.

25 In order to achieve the planned reduction in reports by licence holders, we will continue to secure effective control of health, safety and radioactive waste management at **nuclear sites**. We will do this by:

- working with British Energy to ensure that its restructuring and performance improvement programmes enhance safety;
- working with relevant nuclear site licensees (the United Kingdom Atomic Energy Authority, British Nuclear Fuels and its successors) and the Nuclear Decommissioning Authority to ensure that while the industry is being restructured to accelerate nuclear site clean-up and decommissioning, nuclear safety is maintained or enhanced;
- providing early interaction with and guidance to any significant changes on Ministry of Defence (MoD) sites and continuing to enhance partnership working with MoD's internal regulators.

For further information see; www.hse.gov.uk/nsd/index.htm.

26 In order to achieve the reductions in major hydrocarbon releases in the **offshore oil and gas sector**, key workstreams in 2005/06 will include:

- improving installation integrity in the offshore oil and gas industry via a joint HSE/Industry working group (the UK Offshore Operators Association will run a conference in the summer);
- targeted inspection of duty holders engaged in drilling and deck operations.

27 To reduce the number of relevant RIDDOR dangerous occurrences **onshore**, we will work with relevant industries including chemical manufacture/storage/transportation, mining, explosives, diving at work, dangerous pathogens and genetically modified organisms. Key workstreams will include:

- awareness raising among duty holders new to the Control of Major Accident Hazards Regulations (COMAH) following changes to COMAH Regulations – we anticipate approximately 50 new sites (eg chromium platers, more explosive sites);
- introducing the Manufacturing and Storage of Explosives Regulations;
- safety case assessment work associated with sale of the national gas

- distribution network;
- delivering the agency agreements, covering biosafety/security arrangements, with the Department for Environment, Food and Rural Affairs, the Scottish Executive and the Welsh Assembly Government.

For further information see www.hse.gov.uk/hid.

HSE Rail

28 HSE Rail will merge with the ORR following the conclusions of the Department for Transport's (DfT) White Paper *The Future of Rail*, published on 15 July 2004. DfT has put legislation to Parliament and the date proposed for the merger is 1 January 2006.

29 HSE will ensure that railway safety standards are maintained until the transfer, and will work closely with DfT and ORR to ensure a smooth handover. HSE has restructured the way in which it interacts with the rail industry, and is implementing a Rail Delivery Programme (RDP) to improve HSE Rail's effectiveness, efficiency and ability to discharge its functions with greater consistency and timeliness. A key part of the RDP is developing new rail safety regulations to implement European requirements and replace the separate existing requirements on safety cases, safety critical work and approval of works, plant and equipment.

30 HSE Rail is also working to deliver an integrated package of key work streams which support the aims of the HSC/E Railway Strategy. These include:

- planned inspection and targeted intervention including investigation, enforcement and strategic action to reduce the risk of a catastrophic event;
- railway safety case assessment and verification;
- statutory approvals and authorisations of railway industry scheme proposals;
- policy advice and guidance, including maintaining effective liaison with other regulators and key stakeholders.

For further information see: www.hse.gov.uk/railways/index.htm.

Strategic Enabling Programmes (STEPs)

31 There are four Strategic Enabling Programmes supporting the two overarching Strategic Delivery Programmes. These programmes embrace the HSC strategic theme of developing closer partnerships and seek to secure improved health and safety by working with and through local authorities, businesses, other organisations and workers. The Enforcement Strategic Enabling Programme particularly develops the HSC strategic theme of focusing on our core business and the right interventions where we are best placed to reduce workplace injury and ill health.

32 The **Local Authorities Partnership Strategic Enabling Programme** aims to make the best use of respective strengths to tackle national and local priorities. All of the bodies representing local authorities (the Local Government Association, the Wales Local Government Association, the Convention of Scottish Local Authorities, and the Local Authorities Co-ordinators of Regulatory Services) have agreed a Statement of Intent, which sets out the high-level commitments and provides the framework of objectives for the Programme.

33 The STEP aims to build on existing good practice found where HSE and LAs work together by:

- examining, mapping and promulgating existing good practice;
- negotiating and piloting joint working initiatives for 2005-2008;
- planning and making arrangements for a coordinated intervention strategy that is related to risk;
- influencing, training and supporting those working in new initiatives; and
- improving and strengthening communications in all areas.

For further information see: www.hse.gov.uk/lau/

34 The **Business Involvement Strategic Enabling Programme** will significantly increase the number of organisations in which directors appreciate the business and social benefits of well-managed health and safety, take responsibility and provide the necessary leadership. It will do this by:

- publishing communications and stakeholder engagement plans – a priority will be to develop key messages for HSE staff and make the growing knowledge base available to them;
- building on the *Business Case for Health and Safety* campaign;
- continuing to promote health and safety performance management tools for businesses;
- taking forward the Engaging with Large Organisations Pilot;
- promoting other initiatives including director responsibility, public reporting of health and safety performance, and raising the profile of health and safety as part of Corporate Social Responsibility;
- developing the role of the Small Business Trade Association Forum and publicising its work;
- publishing (with the local authorities) a clear evidence-based intervention strategy.

For further information see:

www.hse.gov.uk/corporateresponsibility/index.htm;

www.hse.gov.uk/businessbenefits/index.htm;

www.hse.gov.uk/aboutus/hse/policy/strategy.htm.

35 The **Worker Involvement Strategic Enabling Programme** will secure better worker involvement in sensible health and safety risk management. This requires changes in attitudes to health and safety, and the role of workers. The STEP will do this by:

- continuing to promote innovative ideas for encouraging more worker involvement, including the intervention of a Workers' Safety Adviser, by administering the Workers' Safety Adviser Challenge Fund;
- publishing and promoting case studies of effective worker involvement, which demonstrate the benefits for business and for workers;
- undertaking research to improve understanding of what changes in attitudes and beliefs will stimulate acceptance of the role of workers' involvement in improving health and safety.

For further information see: www.hse.gov.uk/workers/index.htm.

36 The **Enforcement Strategic Enabling Programme** will ensure the effective, efficient and targeted use of prosecution, Crown censure and enforcement notices in delivery of HSC's strategic goals. The STEP will also consider how to promulgate learning from investigations through the prompt sharing of lessons in parallel with bringing duty holders to account.

37 Taking account of the different legal systems in Scotland and Wales/England, and the recommendations of the Hampton Review, the STEP will:

- maximise, harness and target enforcement activities towards delivery of the injury and ill health targets;
- facilitate procedural and cultural change that provide for the prompt sharing of lessons from HSE and local authorities' investigations;
- gain widespread understanding and recognition of the role of enforcement in supporting sensible standards of health and safety.

38 The intention is to move away from enforcement being mainly reactive, to a mixed profile, including both proactive enforcement selected tactically in support of Strategic Programmes and enforcement arising from investigation of incidents. The STEP also aims to promote understanding about why health and safety enforcement action (especially prosecution) is taken in particular circumstances.

Essential underpinning work

39 The range of work described below is vital to delivery of the targets and the long-term capability of HSE.

Policy Programme

40 The overarching objective of this Programme is for HSE to lead the way in applying the Government's better regulation principles, while supporting implementation of HSC's Strategy and delivery of the PSA targets. We describe this as 'Regulating for Results'. This work includes the Business and Worker Involvement STEPs. In addition, significant specific objectives are to:

- align EU activity with HSE's agenda, and influence the next EU strategy from 2007, initially through the UK presidency health and safety event;
- implement HSE's forward legislative programme and keep it under critical review to ensure delivery of outcomes by non-legislative means where possible;
- improve efficiency of regulation:
 - develop a programme of work with other regulators and stakeholders to address potential areas of overlap or duplication in their sectors;
 - implement a programme designed to move away from more rigid regulatory approaches where practical, and encourage industry/sectors to fill the gap with their own health and safety strategies— e.g. ports, other marine issues, and domestic gas safety;
 - support delivery of the major hazards PSA targets by working to align internally and externally driven policy changes with delivery;
- ensure the HSE position on health and safety competence, education and training is reflected in the National Standards Framework;
- consult on the RIDDOR review, and, in the light of the Hampton report, ensure the penalty regime delivers effective outcomes for the health and safety system;
- comply with the developing legal framework on equality.

Communication

41 By developing communication as an intervention, we can improve the quality of our decision-making, help confirm trust and achieve higher levels of recognition and respect for health and safety.

42 Our communication objectives for the next three years are to:

- promote the case for sensible health and safety by communicating its benefits;
- present a clear picture of our role and focus;
- build partnerships by communicating better with and through partners;
- put in place effective internal communications;
- establish a strong and dynamic strategic communications approach;
- develop a communications culture across the HSC/E.

43 We will put significant additional resources into communication activity. We will put a new emphasis on campaigning, using a wide range of media, to contribute to delivering our targets in the coming years.

44 A campaign in February 2005 to promote the business benefits of health and safety to larger firms will continue during the year and will culminate in a health and safety award, a new dimension to the National Business Awards in November 2005. We plan parallel activity to award good health and safety performance in the public sector.

45 Other major campaigns will challenge managers and employees to address risks from manual handling and slips and trips, both significant causes of injury and ill health in the working environment.

Science and innovation

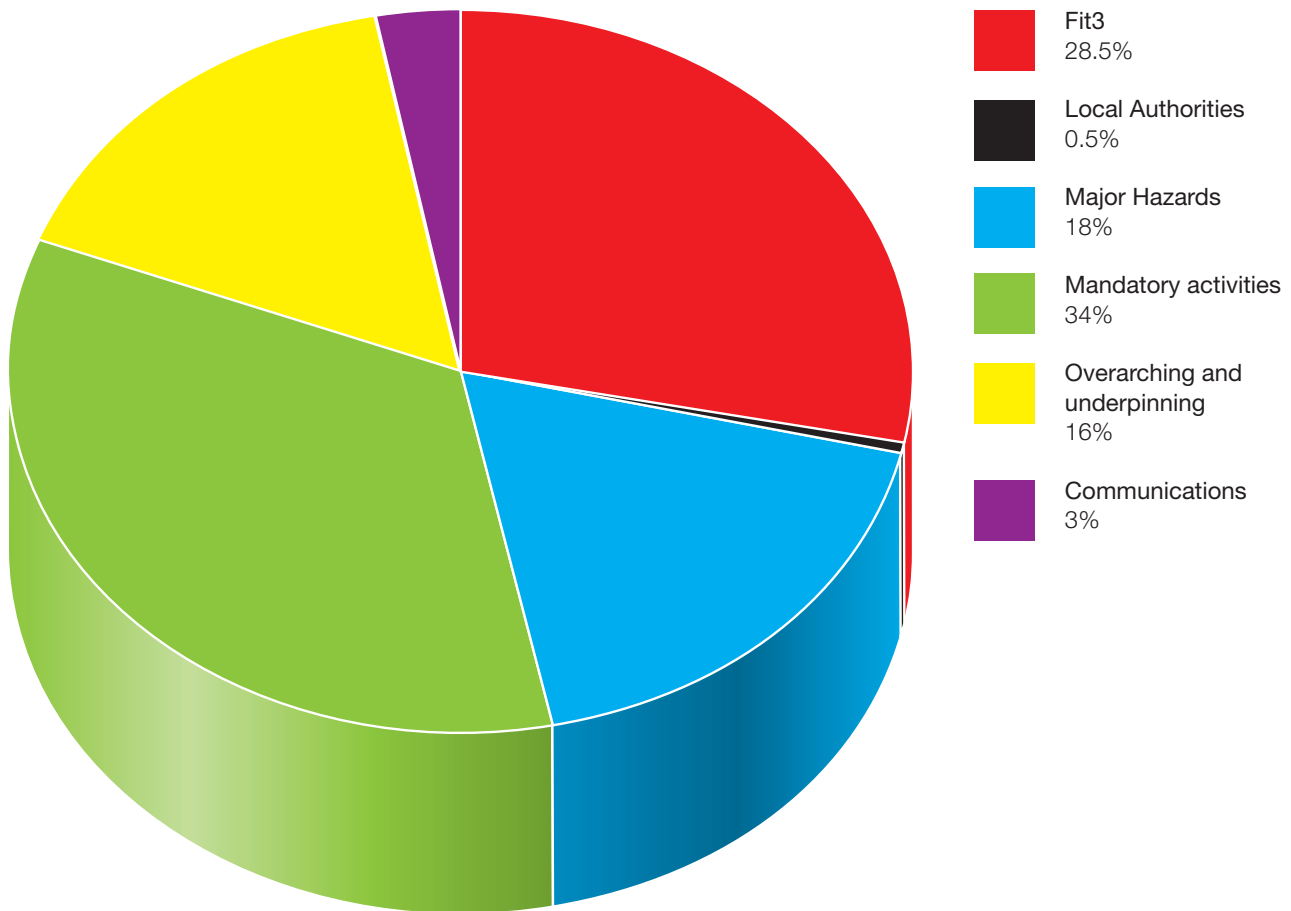
46 The application of science has always made an essential contribution to delivering HSE's mission. HSE uses its scientists, engineers and the research it funds to understand problems and develop effective practical solutions for a wide range of workplaces.

47 Science provides HSE with evidence on the causes of ill health and incidents in the workplace and the factors influencing people's behaviour; it helps to develop solutions to control a range of workplace risks; it provides evidence on the effectiveness of our interventions and progress towards our targets; and it influences where our priorities lie.

48 We have developed a new HSC Science Strategy for 2005-2008, *Gathering Evidence; Developing Understanding; Identifying Solutions*, in consultation with stakeholders to target research and support expenditure. The Science Strategy will focus activity on delivering the HSC Strategy and targets.

49 In addition to Strategic Programme research and support, we will also:

- support the investigation of incidents and complaints;
- deliver statutory schemes, e.g. explosives licensing;
- position HSE to respond to future health and safety issues arising from industrial innovation by, for example, horizon scanning, developing the evidence base and understanding the impact of its interventions.



Further information can be found at:
hse.gov.uk/science/index.htm; and
www.hsesro.com.

Intelligence, statistics and economic analysis

50 Developing the evidence base for our Strategic Programmes continues to be a priority. Engaging the right mix of expertise within the programme management teams is important to ensure that we commission and manage research effectively, to obtain sufficient evidence to design and performance manage our Strategic Programmes.

51 HSE is developing major new surveys to improve its knowledge and understanding of the factors that influence the health and safety performance of organisations. The *Workplace Health and Safety Survey* (WHASS), will run during 2005/06 for the first time. This will collect information from employers and employees to give us a richer picture of how injuries, ill health, etc are affected by knowledge of the risks and management and employee attitude, behaviour and actions.

52 WHASS, together with other new sources (such as data from GPs about the incidence of ill health, injuries and associated days lost from work) will also provide greater assurance about our progress on the 'improvement in the control of risks in the workplace' referred to in the PSA.

53 HSE is developing an 'Index of Harm' that combines information on injury and ill health incidence, severity and avoidability into a comparative measure to guide resource allocation.

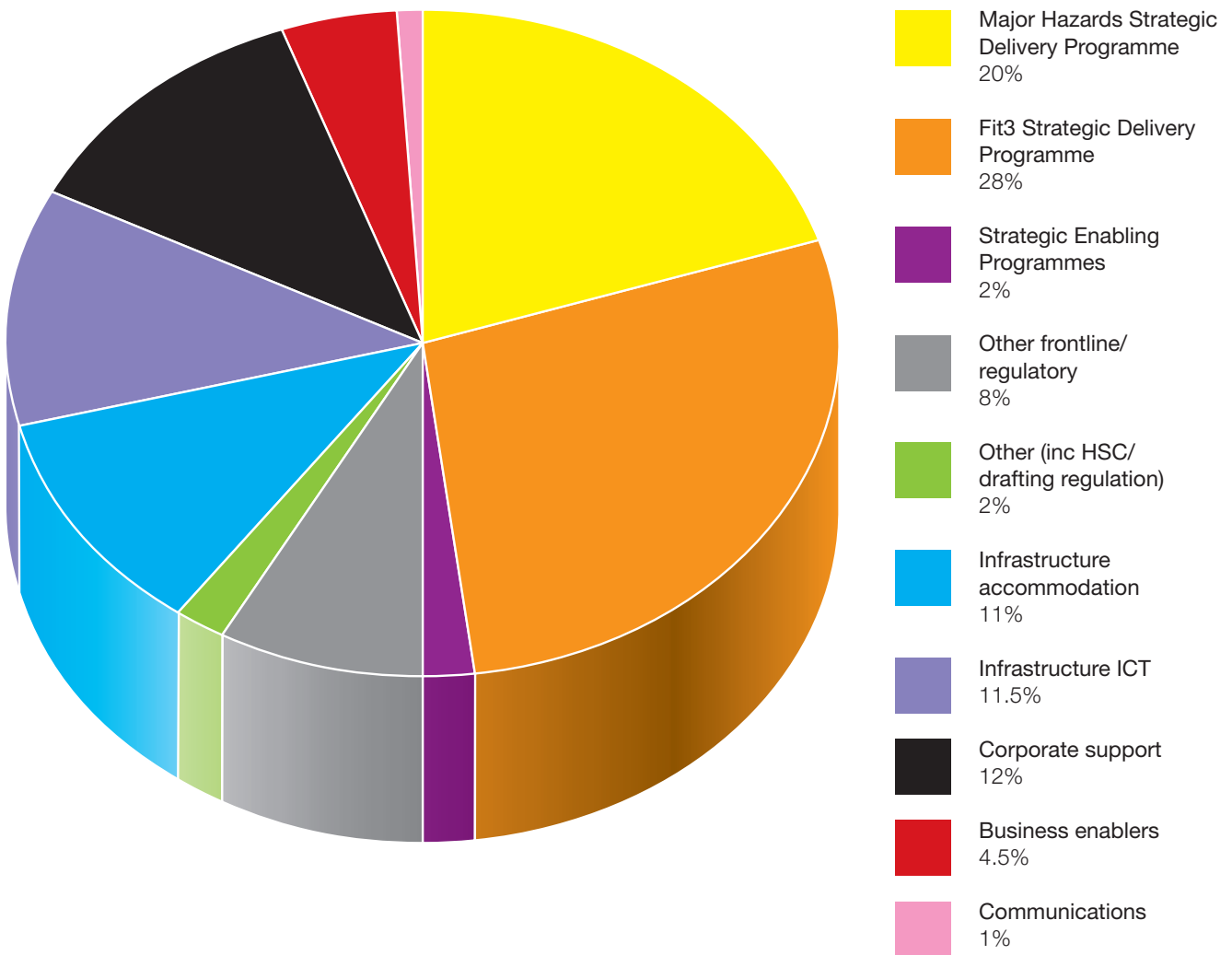
Resources and Efficiency

54 The settlement for HSE (excluding HSL) for the SR2004 period 2005/06 to 2007/08 is:

£m	2004/05	SR2004 settlement		
	Forecast Outturn	2005/06	2006/07	2007/08
Admin (gross)	220	227*	226*	226*
Programme (gross)	51	60	60	60
Total Expenditure	271	287	286	286
Income	(55)	(54)	(54)	(54)
Net Resources	216	233	232	232
Capital	4	9	9	9

*Includes Admin Other currently held centrally by DWP ie £9 m/£8 m/£8 m respectively.

55 The planned indicative allocation of resources across HSE for 2005/06 is shown in the chart below.



56 The allocation of resources in 2005/06, shown above, reflects a continuing drive to reduce spend on corporate support, and redirect resources into work directly contributing to delivery. HSE will also continue to work at improving management of its sickness absence.

57 HSE's Board set an efficiency target of £50 million savings for 2005/06 to 2007/08, of which half are to be cash releasing. HSE's efficiency plan sets out how this challenging target will be achieved. Some key areas include:

- improving operational productivity by increasing the proportion of time spent by inspectors dealing with duty holders;
- reducing the cost of our asset base – for example, through the use of 'hot desking' to make best use of accommodation.

Further information

HSC/E is an open organisation. We publish detailed information on all aspects of health and safety, including our plans and performance. You can see more detail on our plans, and how we perform, by looking at our website: www.hse.gov.uk.