

Health and Safety Executive

Delivering Better Health and Safety

Strategic Direction Statement for 2005/6 – 2007/8

1. Foreword

[DN: Not yet drafted – but will emphasise primacy of the PSA target and explain the delivery environment /risks to delivery]

2. Strategic framework

The Health and Safety Commission and Executive's (HSC/E's) **vision** is to gain recognition of health and safety as a cornerstone of a civilised society and, with that, to achieve a record of workplace health and safety that leads the world.

HSC/E's **mission** is, working with local authorities, to protect people's health and safety by ensuring that risks in the changing workplace are properly controlled.

Targets

The Department for Work and Pensions (DWP) has a health and safety **Public Service Agreement (PSA)**¹. This is our 'contract' with DWP; they have allocated resources to us on condition that we deliver the target. The PSA is, by 2008, to:

“Improve health and safety outcomes in Great Britain through progressive improvement in the control of risks from the workplace.”

The focus of all our efforts will be on meeting the PSA targets.

To deliver the PSA, we will achieve, against a baseline of 2004/05, the following targets by 2007/08:

- A 3% reduction in the incidence rate of work-related fatal and major injuries;
- A 6% reduction in the incidence rate of cases of work-related ill health;
- A 9% reduction in the number rate of days lost due to [?work-related] injuries and ill health; and

¹ Further detail is available at <http://www.hse.gov.uk/aboutus/plans/sr2004.htm>

- Reductions (by levels agreed and published in HSE and industry targets) in the numbers of recorded major hazard precursor incidents for onshore hazards, offshore hazards and the nuclear industry.

This target embraces not only our contribution to delivery of the Government and HSC's Revitalising Health and Safety (RHS) targets² up to 2007/8, but also our work to reduce the occurrence of precursor incidents in key, HSE-regulated major hazard industries.

The PSA represents a major challenge, particularly on worker health and safety. Current indications are that progress towards some of the RHS targets so far has been disappointing.

3. How we will deliver

To succeed in delivering the vision, mission and targets, HSE must follow HSC's *Strategy for Workplace Health and Safety in Great Britain to 2010 and Beyond*. The **strategic themes** and **key supporting points** that will guide us are:

- i. **Developing closer partnerships:**
 - Working with and through others;
 - HSE and local authorities working together;
 - Rising to the challenge of occupational health.
- ii. **Helping people to benefit from effective health and safety management and a sensible health and safety culture:**
 - Understanding the benefits of health and safety;
 - Involving the workforce;
 - Providing accessible advice and support.
- iii. **Focussing on our core business and the right interventions where we are best placed to reduce workplace injury and ill health:**
 - Being clear about our priorities;
 - An interventions strategy;
 - Continuing to enforce where appropriate.
- iv. **Communicating the vision:**
 - Communicating effectively.

² In June 2000, the Government and HSC set national targets for the health and safety system, as part of their Revitalising Health and Safety (RHS) initiative. These are to achieve (by 2010):

- 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.

To put the strategic themes into practice, we will use a number of **delivery methods**:

- i. **Programme and project working** – working to deliver predefined outcomes over prespecified timescales
- ii. **Evaluating and monitoring** - strengthening the evidence base behind our activities
- iii. **Performance management** - driving our delivery
- iv. **Concentrating on the front line**, (ie those staff - both operations and policy – who contribute directly to delivery of the PSA) and those activities that offer the best prospects of delivery
- v. **Being as efficient, effective and productive as possible**;
- vi. **Encouraging innovation**, taking well-managed business risks and encouraging this behaviour in others;
- vii. **Making organisational changes** to support delivery.

4. Delivering within our resources

The current planning assumption is that HSC will receive a 'flat cash' settlement from Spending Review 2004:

FLAT CASH ASSUMPTION				
£m	For comparison	SR2004		
	2004/05	2005/6	2006/7	2007/8
Admin	218	212	212	212
Programme	59	59	59	59
Income	-54	-54	-54	-54
Net Resources	223	217	217	217
Capital	66.5	6.5	6.5	6.5

It is clear that, at this level of resourcing, we will not be able to maintain our present staffing level. To maximise our delivery effort and to minimise staff losses we must achieve significant efficiencies..

This Strategic Direction Statement, and the planning decisions we make as a result, will form the basis of our workforce strategy and direct how we get:

- The right people;
- With the right skills;
- In the right place;
- At the right time

We will aim to make efficiency savings of £50m over the three years of the SR2004 period , of which half will be cash releasing.

We will treat delivery of these efficiencies with the same rigour, priority, challenge and governance as delivery of the PSA target. Efficiency programmes, with the same status as Strategic Programmes, will have targets and managers accountable for delivery of the targets.

To deliver savings of this order, we will build on our existing efficiency programme and explore the potential gains from:

- Our new programme and project approach to delivering the Strategy and our targets. We need to make sure our Strategic Programmes really are delivery focused, putting resource into what works, and stopping lower impact activity.
- Being much 'harder nosed' about reducing effort and not doing things that have little or no impact on the Strategy and targets (e.g. reducing our publications, cutting back on modernising legislation and guidance, and taking a more minimalist approach to EU negotiations, directives and standards). We recognise that there may be an initial up-front cost as activities are terminated or scaled down.
- Moving towards a culture of cost effective delivery. We are developing performance indicators to support this.
- Revising our business model. We believe there is scope for further simplification, standardisation and greater consistency across HSE. We need to be sure that there are no remaining structural barriers to more effective working.
- Working in a more joined-up way with other regulators. Although we already work closely with a number of organisations, there is relatively little working *through* others or others working through us.
- Investing to improve the partnership with local authorities (LAs) and getting more from LA resource.
- Investing in IT to streamline our corporate support further and do more e-business.
- Reducing our business support functions (e.g. personnel, finance, etc.) along the lines suggested by Gershon.

5. Where we are now and where we want to be

i. Delivering HSC's Strategy

Now:

- We have started work to deliver the strategic themes and key points. Some of the workstreams are more advanced than others.
- The 'early deliverables' listed in the Strategy, are currently on target to be achieved by the end of 2004.

2008:

- We will be on track to deliver the 2010 Revitalising targets.
- We will begin to see the intermediate outcomes of the Strategy (e.g. risk awareness, better risk control, etc.).
- We will have a much better knowledge of what works, where we are successful and where we need to be successful.

ii. Targets

Now:

Over the last four years, we have made important progress in addressing the health and safety of particular industry sectors and in relation to certain hazards and illnesses. Unfortunately, these advances have not made a significant impact on the national picture.

Confirmation will be provided by the 2003/04 Health and Safety Statistics (due in November), but we already recognise that:

- Occupational ill health is a large and growing problem – we have much more to do;
- Our best assessment is that we will miss the RHS mid-point target on fatal and major injury incidents – the plateau effect identified in the Revitalising Health and Safety Strategy has not yet been dealt with.

Our progress with the major hazards precursors is more encouraging. We have seen improvements in each industry sector, over the periods for which we have relevant data.

2008:

We will have found new, effective, evidence-based interventions. These will allow us to deliver the SR2004 PSA target in full and be 'on trajectory' for the RHS targets.

We will have provided assurance to members of the public and others that risks of incidents with catastrophic consequences are being properly managed by the industries.

iii. Efficiency programme

Now:

HSE has a wide-ranging traditional efficiency programme, with the scope to go further in some areas. The savings delivered by the programme are a mix of cash releasing and increased staff effectiveness. Not all can yet be quantified. The key elements are:

- New ways of working
- Streamlining corporate support
- Better procurement.
- Improving efficiency of our travel and subsistence (T&S) spend.

- Getting better value from our training spend (and its opportunity costs).
- Reducing our sickness absence (a new target for 2007/8 of 6.2, from a baseline of 8.3 days per staff year currently).
- Our estates strategy:
- Investing in IT.
- Using science and technology resource.

Even where the savings from this programme can be quantified they cannot simply be summed; some will overlap, while others may stimulate wider savings. **Overall, we believe that this programme will generate savings of about £10m p.a.**

However, as it stands, the present programme is insufficient to realise additional savings immediately.

2008:

HSE will have a well-developed and innovative efficiency programme, led by a senior management group. The programme continually monitors and assesses the efficiency of everything we do and finds new and more efficient ways of doing things.

We will have achieved total efficiency savings of £50m by the end of 2007/08, half of which will be cash releasing.

iv. Evidence base

Now:

The research evidence currently available to HSC/E supports most of our traditional interventions. It also indicates that there is a range of new ways (such as working via intermediaries and insurance incentives) to access, contact and influence employers, including the hard to reach SME sector.

- The application of enforcement is an effective means of securing compliance;
- Enforcement and HSE leadership are important elements in prompting major hazard firms to manage health and safety;
- Enforcement supported by advice and guidance is equally valuable in tackling health hazards, as it is to safety risks;
- Advice and information is less effective in the absence of possible enforcement;
- Many organisations seek out HSE's advice and guidance actively, because they see it as authoritative;
- Small firms prefer direct contact in the workplace and specific advice and information, which they do not have to interpret;
- Employee involvement is beneficial and increasing it would be of particular benefit to the non-unionised sector;

- Nationally co-ordinated sector-based interventions are effective in some sectors. Inconsistent enforcement practices create confusion and diminish respect for the law, hence the need for national co-ordination;
- There is significant scope for improving the provision of occupational health and rehabilitation advice and support.

However, there are also some significant gaps and uncertainties in our knowledge. We need to explore:

- New types of penalties, charging regimes and enforcement strategies, to maximise the deterrent effect resulting from fear of enforcement;
- The relative benefits (and costs) of working with different intermediary groups to amplify HSE's awareness raising work;
- The best ways of promoting the business case for health and safety;
- Influencing health and safety among home workers;
- The relative effect of alternative mixtures of education, incentives and enforcement;
- Whether self-regulation occurs without proactive direction, support and the real prospect of enforcement by the regulator;
- Evaluating the impact of our key interventions better – this is key to building our evidence base and then making the right delivery planning decisions.

2008:

A solid understanding of what interventions work; where we are (and where we are not) successful. HSE is well informed about where we need to go next to ensure delivery of the targets.

v. The organisation

Now:

We are still in the process of adopting a range of new ways of working - programme working and management, delivery focussed planning and performance management.

We are facing leadership and motivational challenges; we are also facing challenges to our corporate decisions (both internal and external)

2008:

We will have:

- Become a smaller but better performing organisation;
- Become an organisation which learns once and applies the lesson often;
- Effectuated a smooth merger of HM Railways Inspectorate with the Office of the Rail Regulator
- Become delivery focussed;
- Embedded programme working;

- A strategically-directed and evidence-based plan of work;
- Become productive, efficient, effective and well motivated.
- A revised business model suited to the diverse nature of our work .
- An integrated, continuous performance management system to steer our work
- Utter clarity of accountability (e.g. the SCS will have unequivocal, specific targets in their PRPs).
- Corporate governance systems applying the outcomes of the Likierman and Lynton Barker reviews (two separate reviews looking at corporate governance and enhanced effectiveness of independent boards in the wider public sector respectively).

6. What we will do to deliver

Things we will continue to do (but with stronger emphasis on delivery of the targets and increasing productivity)

- Targeted, planned programmes of inspection.
- Investigating incidents.
- Applying permissioning regimes.
- Targeted supply chain initiatives.
- Working with stakeholders and intermediaries to raise awareness and promote good practice.
- Providing targeted information, advice and guidance.
- Exploring (through pilots) the potential of occupational health and safety support services.
- Exploring the potential of rehabilitation to deliver improvements in the number of working days lost (with a view to including it in our SR2006 submission).
- Working on the Workplace Safety Advisor Challenge Fund.
- Working on the Government Setting an Example programme (government/ public sector as an employer, procurer etc.).
- Delivering efficient and effective formal enforcement activity

Things we will do differently:

- Redirecting policy, from legislation to delivery, via innovative means. Policy's main job should be to influence change and deliver the targets.
- Applying our new interventions strategy.

- Communication:
 - Focusing our communication on fewer target audiences to increase impact.
 - Priority target audiences for 2005/6 – 2007/08 will be large firms, local government, individual workers and small firms, key stakeholders, national government and HSE staff.
 - Our communications efforts will be based on good practice, including stakeholder analysis, market research and testing, and proactive approaches to media relations.
- Influencing workers, middle managers and their representatives - placing more emphasis on those on 'the shop floor', trade unions, etc.
- Increasing incentives and penalties to drive further improvement in health and safety performance.
- Working with local authorities to make best use of our combined resources.
- Collecting more evidence and management information, through research and evaluation, to inform our interventions
- Taking measured business risks – which will be well managed

Things we will stop doing:

Stop:

- Providing revised and updated guidance covering 'mature' industries, safety hazards and illnesses.
- Supporting some standard-setting activity. We will work with industry to transfer responsibility for this and make sure that it is still seen as being 'authoritative.'
- Adopting legislation as the first/only means of delivering our EU obligations.
- Activities that are not relevant to our strategic objectives and delivery of the targets (e.g. pesticides approval).
- Routine inspections in areas where we can engage with others to deliver the role (e.g. prisons).

Reduce:

- Activity on the legislative programme.
- Science and technology spend in mature areas (such as major hazards).
- Chemicals strategy work. We will tackle only those issues that are crucial, in the long-term, to delivery of the targets.
- Activity in particular areas where we have achieved as much as we can
- Tighter focus on priorities:
 - Narrowing down our priorities to concentrate resources and avoid overlap;
 - A more integrated approach (e.g. combining work currently carried out separately by sector and hazard programmes).

New things we will do:

- Innovative delivery via others, e.g. the Occupational Health and Safety Support Scheme.
- ‘Pump-priming’ HSL to support local authorities – A three-year fund for LAs to investigate the potential of S&T (via HSL) to support their delivery.
- Investing in work to explore how we can work better with other inspectorates (in line with the Hampton Review).
- Work with others in the devolved and regional assemblies to deliver our targets.