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## HEALTH AND SAFETY COMMISSION

### Delivering HSC/E's Targets: Summary Performance report: 2nd quarter 2004-05 A Paper by Moira Wilson and Carole Lomax Agreed by Jonathan Rees on 4 November 2004

#### Issue

1. A summary of the five Strategic Programme (SP) Directors' performance reports for the second quarter of 2004/05.

#### Timing

2. Routine

#### Recommendation

3. The Commission considers this summary report. The report will then be submitted to the Minister for Work- for discussion on 16 November.

#### Background

4. With the move to full SP working in 2004/05, SP Directors provide quarterly reports on delivery to HSE's Delivery Board. This paper contains a summary of the position for Q2 (2004/05), based on the information provided in the quarterly reports.

#### Argument

5. There has been encouraging progress in many areas, with good progress against milestones. It is more difficult to assess our outcomes on the ground given the patchiness of reliable information and the time lags concerned, but we are working to address this (see below). Key elements of the Major Hazard Programmes are now all Green (except rail) and three of the SPs have improved their overall status. Progress with delivery of targets over Qs1 and 2 2004/05 is summarised as follows:

	Quarter 1 (2004/05)	Quarter 2 (2004/05)
<b>Sector</b>	A	G
<b>Health and Safety Hazards</b>	A	A
<b>Major Hazards:</b>		
• Nuclear	G	G
• Offshore	A	G
• Onshore	G	G
• Rail	A	R
<b>Better Health at Work Partnership (BHWP)</b>	R	A
<b>Local Authorities</b>	A	G

#### Key points

6. The majority of milestones in each SP have been met. Highlights include the launch of:
  - the Local Authority Statement of Intent in September
  - the Occupational Health pilot covering construction in Leicester
  - the management stress standards.

All were drawn up in wide partnership with external stakeholders, which undoubtedly contributed to their success.

7. In more detail: the rail status indicator has moved from Amber to Red; the model has been modified substantially during Q2, introducing significant changes to the Index. On current

performance the trend is above target and not converging with it despite the overall positive downward trend in key aspects of the model such as SPADs. Action is being taken jointly by the Rail industry and HSE to improve the position.

- 8 The Local Authority SP has made good progress, but there is still much to be done to further engage LAs to contribute to the Programme priorities. The Sector SP has moved to a Green status having made good progress in all of its constituent Programmes – although recently reported figures for sickness absence in the Civil Service show a rise (the Sector SP includes the Government setting an example (GSE) Programme). Consideration is currently being given to both the scope of the GSE programme and what further help Ministers can give to help delivery of the targets. All SPs still need to develop trajectories and work to this end continues, most recently by exploring the use of the Intervention Logic Model (ILM)\*.
- 9 Various resource issues were raised in the reports. A number of initiatives are being taken forward to address these including: changing to a culture where project working is normal; looking again at recruitment arrangements; exploring the effect and benefits of our prosecutions work in delivering Programmes, clarifying the split of resources on investigation work between Programme-related work and statutory work.

#### Related issues and developments

- 10 HSE has, and continues to put in place arrangements, both organisational and procedural, to help deliver the Strategy and improve our ability to deliver the targets:
  - a new Resources and Delivery Group has been set up. Part of its remit is to closely monitor performance progress. Work is in hand to have more focussed reporting and a workshop has been set up in December to discuss this aspect with Programme managers;
  - because of the significant interface issues between the Hazards and Sector SPs, they have been merged into one SP. Work is in hand to identify how this SP is best managed.
  - data on in-year management of performance requires improvements. A number of initiatives are being developed to assist e.g. the ILM work described.
- 11 The move to Programme working is still at a relatively early stage, but we are making steady progress to ensure it operates smoothly. The discipline of focussed reporting and rigorous challenge of the information will help ensure delivery and refine systems.
- 12 A more detailed summary of performance is attached at Annex 1.

#### **Consultation**

13 This information is a summary of the key issues contained in the five SP performance reports for Q2.

#### **Action**

14 The Commission is invited to consider the performance report and advise the Chair of any points it wishes to put to the Minister.

*\* The Intervention Logic Model (ILM) is a performance management tool, based on the different stages of the delivery chain (i.e. input > output > initial outcome > intermediate outcome > final outcome). The ILM:*

- *Sets out the sequence of changes necessary to deliver outcome targets;*
- *Provides a framework for recording the specific activities and resources proposed to achieve these changes; and*
- *Identifies evidence to monitor whether a programme is on track to deliver.*

7 Broadly, the key points/issues in each of the SP Director's reports are:

### Sector Strategic Programme (Green)

**Key points:** Although an Amber status has been assigned to each of the constituent targets (due to current lack of data), a Green has been assigned overall because of good progress made in constituent Programmes, in particular with the "Government setting an example" Programme. The MUST (Manufacturing, Utilities, Sector and Transport) Programme has been well received, there appears to be a steady improvement in the control of Musculoskeletal Disorders (MSDs) in the health services and the worker fatal injury incidence rate in construction is the lowest on record. All Programmes are increasingly working through and with others.

**Trajectory against Strategic Programme performance indicators:** A well-attended programme measurement workshop was organised in the period; all attendees now have a greater understanding of how to develop indicators and have begun to explore the use of ILM. Urgent but time-consuming work to define meaningful indicators is now taking place, with the result that an *amber* remains, despite existing indicators staying at or above target.

**Milestones G** The majority of key milestones have been met. There have been changes to some planned timings (for reasons outside HSE control) in the Construction Programme, but this will not have a negative impact. Delays in agreeing funding for Safety Awareness Days (a key part of the Agriculture Programme) mean that 14 of the 16 planned have to be held in the second half of the year.

The next six months:

- the construction industry statement on worker engagement milestone has been rescheduled for Quarter 4 (to tie in with the construction summit);
- there will be a further delay to the CD on new construction health and safety regulations (so that we can take full account of industry comments);
- the construction 'Government as client' conference is unlikely to be held due to overlap with the Quarter 4 summit.

### **Risks A**

- Amber because of pressure on resource (non programme-related reactive work (Morecambe Bay tragedy/Rosepark Nursing Home fire/Maryhill explosion) means that less resource is available for Programme work, affecting in particular the Agriculture and Health Services Programmes).
- Construction Programme resource issues in the Sector have slightly increased the risk around some key projects.

### **Key Actions being taken**

- managing the introduction of more resource into the Construction Sector to get at-risk projects back on track;
- continued examination of the reasons for and means of remedying the shortfall in the Sector SP contribution to the Hazards SP.

## Health and Safety Hazards Strategic Programme (Amber)

### Key points:

- To the extent that it is possible to comment, all significant milestones have been met. There is no evidence that the SP is seriously off track. However, Programmes are at different stages of development: e.g. the chemicals Programme has delivered significant progress from long standing activity, while the noise/HAVS Programme has still to be defined.
- Risks have been identified in both internal and external communications (external communications are critical to changing behaviour in the work place). Communication plan to be developed (increasingly important because of the inclusion of, and changes in line management for, Sector staff).
- The contribution and impact of FOD activity on hazard and health partnership programmes will become clearer when the SPs are combined.
- There is an increasing need for targeted expertise in some areas which HSE may need to buy in e.g. additional specialist/technical input to develop benchmark standards for transport organisation (safe site).
- Staff lost from the MSD team have recently been replaced, although there is still a need for research project management capability.
- Future outlook is positive although a significant amount of work will be required to develop the SP ILM along with suitable performance indicators.

Performance in component Programmes can be found at Annex 2.

## Major Hazards Strategic Programme

- Nuclear and Onshore components have continued their positive trends and appear to be heading for an above target outturn. Offshore component has continued to improve and is on track to achieve the target.
- Rail: the component is based on a Rail Safety and Standards Board model which has been modified substantially during Q2 with the introduction of Network rail's own data so that there is a single model supported by the whole industry. This has introduced significant changes to the index. On current performance the trend is above target and not converging with it despite the overall positive downward trend in key aspects of the model such as SPADs. A Red is therefore assigned. Action is being taken jointly by the Rail industry and HSE to improve the position.

## Milestones

- **Green.** The assessment is derived from an indicator which captures outturn against timeliness / quality for the completion of safety case assessments. Data shows consistent high levels of performance.

## Risks:

(i) Lack of industry commitment: Q2 status elevated to Amber because (i) Nuclear: Nuclear Decommissioning Authority are rushing ahead with commercial tendering;(ii) Rail: implementation of major changes arising from the Rail Review might reduce the focus on safety of key players.

(ii) Lack of data below precursor level may make it difficult to track progress and detect problems sufficiently early to take appropriate action: Q2 Amber: Programme to develop proxy measures now established with good progress made in the onshore chemical industry and with the revisions made to the Rail index providing more data etc. This risk will be re-rated once these actions have been seen to provide a better picture of performance.

## To Note:

*(a) Unlike the Q1 report, End of Year projections have not been used to judge performance (the annualised nature of some of the data series precludes this approach). Projected trendlines are based only on real data.*

## **Better Health at Work Partnership Strategic Programme (Amber)**

### **Key points:**

- 2 of the 3 Programmes have the potential to contribute significantly to meeting HSE's targets (therefore there are high associated risks). The OHSSS Model workstream has made excellent progress but faces stiff challenges ahead. The Worker Involvement workstream plays a vital role in realising parts of the HSC Strategy but is still developing its 3-year plan. This said, the Programme overall has moved up a gear this quarter (excellent progress made in the 2<sup>nd</sup> stage OH pilots and additional Band 2 resource has accelerated progress in the Worker Involvement workstream).
- Staff resource issues presenting risk to progress include moves of key staff to other parts of HSE (with consequent delays in obtaining replacements), the diversion of staff onto other non-programme but urgent work.
- Free and faster movement of staff across HSE, and Local Authority engagement (especially for the Corporate Responsibility workstream) are amongst key issues to be addressed in Q3. (LACORS is engaged and is encouraging active participation. )

Performance in component Programmes can be found at Annex 3

### **Programme Performance indicators**

The Q2 work to develop Performance Indicators is now feeding into the production of ILMs for all SPs. The scale of contacts indicated in the draft Stress Programme ILM indicates a magnitude of activity greater than had been anticipated. Work continues on data projections.

### **Outlook**

- Early indications from the ILM work are that targets may not be met – the need for stronger “gearing” is anticipated to meet the challenges to come.
- Extra resource will shortly be needed particularly to gear up the Worker Involvement stream. The outcome of the ILMs may also present a challenge if significantly greater activity is required to achieve outcomes.

## **Local Authorities Strategic Programme (Green)**

### **Key points:**

- A number of key milestones achieved. Programme planning, communications activities and capacity building work is almost complete; now concentrating on specific projects identified as delivering the intentions set out in the high-level plan and the Statement of Intent (Sol).
- The Sol was launched at major conferences in England and Scotland in September with regional events planned. In addition, the HELA Conference on 8 December will have as its theme “The New Partnership”.
- Governance arrangements are now in place although HELA's role will be reviewed. The elected members' Steering Group, chaired by Joyce Edmond Smith, met for the first time in July (the HSC Chair attended). The Programme Board met and agreed revisions to the Programme and Communications plans. HSE's Partnership Managers and Partnership Officers are in place, with LA secondees about to be appointed to these field teams, which have started to build strategic relationships with their LA contacts. The Programme team has also been strengthened by a 4<sup>th</sup> team leader (an ex-CEHO) and another to lead on research and S&T input.
- Communications remains the single most important challenge. Work has continued on developing a Communication Plan whilst creating and taking practical opportunities as actively as possible. However, significant challenges remain ahead in (a) getting health and safety onto the radar of LA politicians and senior managers and (b) internally in striking the balance between giving freedom to Partnership Managers and RDs to shape the local partnerships to help meet locally-agreed priorities, while keeping them on message, and avoiding duplication /wheel-reinvention.

### **Trajectory against SP performance indicators**

- As an enabling Programme, a trajectory chart has not been completed. The 2 early deliverables in HSC's Strategy were achieved to time. Detailed timescales for forthcoming work have been worked up/a more detailed timeline will be available for future reports. The SP plan has been adjusted to ensure the alignment / coverage of the projects which will deliver the 7 elements of the Sol.

## Performance in component Programmes

### HEALTH AND SAFETY HAZARDS STRATEGIC PROGRAMME

**Noise/HAWS** **Red** Programme still to be defined and trajectory established with measurable performance indicators.

**Falls** **Amber** : Change to amber due to concerns about the implementation of the Work at Height Regulations (external factors that cannot be controlled are influencing the progress). Delays have a direct impact on the delivery.

**Slips/Trips** **Amber**: Good progress made in developing standards, tools and alliances but a major challenge remains to get HSE, LAs and the public to take the issue seriously. Effective internal and external communications will be crucial. **Highlights**: Field staff training events (to improve preventative inspection performance) have received positive feedback. Indicators include a rise in the number of improvement notices issued.

**MSDs** **Green**: Good progress made with milestones. Communication is the main delivery tool and action is now needed to progress the planned 'blitz' campaign. **Highlight**: Lifting Aids leaflet distributed widely (leaflet central to the proposed blitz in 2005). **Lowlight**: Lack of staff to manage research projects could impact on progress.

**Chemicals** Green (Reflects progress to date.) Work with the Office of Government Commerce on outcome mapping has identified possible skills mis-matches in the next phase of the Programme (moving from technical working to influencing). **Highlights**: Launch of new guidelines for the detection and management of occupational asthma for GPs/nurses; Launch of the Asthma Workplace Charter and the TU Congress.

**WPT** **Amber**: Well established workstreams targeting interventions on hotspots identified from in-depth analysis of data, but as yet inadequate definition of how this activity links to a trajectory and delivery. The overall benefit from the hazard and construction programmes has not been maximised. **Lowlight**: Insufficient staff resources, in particular specialist input to safe site, will increasingly hamper progress.

**Stress**: **Amber** : Q2's milestones met. **Lowlight**: the Management Standards implementation strategy could be delayed – possibly due to diversion of staff to reactive core work (passive smoking). **Highlights**: Successful conclusion to the Stress Management Standards consultation campaign (ready for launch in Q3); good progress on development of ILM on uptake of Management Standards; growth in interest in the stress web pages and participation by the online community.

**Performance in component Programmes**

**BETTER HEALTH AT WORK PARTNERSHIP STRATEGIC PROGRAMME**

**OHSSS Model:** **Green:** Exceptional progress made in setting up 2<sup>nd</sup> Stage Pilots.

**Worker Involvement:** **Amber:** WSA Challenge Fund milestones met, but to deliver commitments, work overall needs to change gear.

**Corporate Social Responsibility:** **Amber:** Challenges remain in selecting participating organisations, agreeing timetable and fully engaging LA colleagues.