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HEALTH AND SAFETY COMMISSION

Injuries Reduction Programme – Progress Report

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Issue

1. To advise the Commission of progress toward achieving the Injuries Reduction Target, and plans to achieve continuing progress in 2007/08.

Timing

2. Routine

Recommendation

3. That the Commission:
 - notes the progress with delivery during the first 18 months of the Injuries Reduction Programme.
 - continues to support the active engagement of key stakeholders, and
 - notes the development of the Injuries Reduction Programme and planned activity for 2007/08.

Background and Rationale

4. The Injuries Reduction Programme (IRP) forms part of the Fit3 Strategic Programme, and is designed to deliver a 3% reduction in the incidence of injury against a baseline of 2004/05. This is one element of HSC/E's PSA targets for 2007/08.
5. Within IRP, three component programmes covering Falls from Height, Slips & Trips and Workplace Transport address specific hazards. In addition, three industry based Sectors, Manufacturing, Agriculture and Food, and Commercial and Consumer Services and Transportation (CACTUS), cover industry based topics, while Safety Unit addresses pan-HSE safety related issues. Examples of the work of component Programmes and Sector activities can be found in the Annexes to this paper. IRP also has responsibility for Noise and Vibration, which is not covered in this paper, but sits well within IRP, given the strong links to key target areas within manufacturing.

Construction injuries are addressed entirely via the Construction programme, although synergies and common messages exist and are used where appropriate.

6. Each component Programme and Sector within IRP has individual targets and projects which collectively contribute towards our overall target. Governance is via the Injury Reduction Programme Board that includes membership from IRP, FOD, COSAS and LACORS.

Argument

Programme content and intervention selection

7. In common with other Programmes within Fit3, IRP has used statistics and Intervention Logic Modelling (ILM) to help develop our portfolio of projects and priorities. In addition, IRP has used stakeholder contacts and knowledge of specific industries to refine its work and present a more coherent package that includes, for example, industry specific projects like those addressing the waste and recycling industry or the logistics chain (“Moving Goods Safely”) – see annexes for specific examples.
8. Intervention techniques used vary, from major campaigns such as “Watch Your Step” in 2005, “Height Aware” in 2006, and, for late 2007, we are planning a campaign on workplace transport; to enforcement led initiatives to ensure safe interventions on plant and machinery designed to reduce fatal injuries. Some IRP projects also impact on other targets within PSA/RHS, notably the reduction of days lost (as a result of a relative decrease in fatal/major injuries compared to the number of minor (non-reportable) injuries), and health (as a result, for example, of improved cleaning techniques to prevent slips and trips a reduction in the quantity of cleaning chemicals used). Some IRP staff within Sectors can, in fact, be fully engaged on work outside IRP, either in relation to other parts of Fit3, but also on core activities relating, for example, to gas safety, fairgrounds or migrant workers. Within IRP, the overriding factors used to determine whether or not projects are included in our plans are our ability to deliver and the potential contribution to targets.
9. In certain industries, such as quarries, paper, and food, interventions are reaching a level of maturity where they either become self-sustaining and require minimal operational input, or they have achieved their initial objective. In the latter case we have encouraged industries and trades unions to take over the management and promotion of the initiative themselves and thus reduced the input from IRP, although it has been difficult to withdraw completely from industries where we have previously had a significant input and expectations are high. Our objective is to reach a sustainable position with our target groups so that the culture established within the industries concerned can maintain, and is committed to, a reducing trend of injuries, and better health and safety management.

Progress

10. The statistics for 2005/06 were published on 2 November (see <http://www.hse.gov.uk/statistics/index.htm>). This year’s injury statistics show some progress, however the picture is mixed.

11. Following a significant rise in 2003, fatal and major injuries have, reduced in the last two years, sufficient to suggest we are on target to meet PSA (3% over three years to 2008), but they are not on track to meet the RHS target of 10% over ten years to 2010. After continuing effort and the delivery of certain key products (e.g. the introduction of the Work at Height Regulations and raising awareness on WPT), injuries arising from falls from height and, now, workplace transport are reducing consistently. The results for production¹ and service industries in the most recent statistics are also more encouraging, with both showing a reduction since 2004/05.
12. However, within the detail and encouraging trends of the last year, there remain some areas of concern. The rate of fatal and major injuries reported under RIDDOR fell by 6.8% in 2005/06, compared to 2004/05. However, the rate shows no clear trend since 1999/2000. There have been reductions in the rates for the last two years of published data, but it is too soon to say if this translates into a longer-term trend. Indeed, results within, for example, services are complicated by a range of factors, not least changes to employment and working patterns, and outsourcing of higher risk activities by production industries.
13. In 2005/06, most HSE enforced major industry sectors saw falls in the rates of fatal and major injuries reported, except for public services. Although the overall fatal and major injury rate dropped in waste and recycling last year, the worrying upward trend observed in the last five years continues, and the rate for recycling only rose by 10%. The fatal and major injury rate in waste and recycling now exceeds 900 per 100,000 employees, and, although the industry is relatively small, the exponential growth as a result of a greater emphasis on recycling could mean that, left unchecked, this trend would negate improvements achieved in other areas.
14. Injuries resulting from slips and trips are resistant to change, although this might be expected if raising awareness increases rates of reporting, especially in service industries (where reported injuries are dominated by slips/trips). Fatal & major injuries from slips and trips remained flat between 2004/05 and 2005/06. However, since 2001/02 there has been an increase of 6.5%. There have been improvements in hotel and catering and industrial cleaning, but these are offset by increasing numbers elsewhere in services, where the underlying upward trend in all reported injuries, when averaged over 3 years since the RHS baseline (1999/2000), continues.
15. Other interim indicators are encouraging with the evaluation reports on “Watch your Step”, and “Height Aware” campaigns indicating raised awareness of the key issues and messages, and the campaigns have succeeded in attracting support from stakeholders. However it is too soon to say if these major campaigns will have a sustained impact on injury numbers or rates. The risk remains for campaigns that messages get forgotten or they are only taken up by the usual (enthusiastic) suspects, and no long-term benefits accrue without long-term investment of significant resources.
16. This risk is particularly acute with ubiquitous hazards, like slips and trips. In this case audiences are almost universal, it is therefore difficult to identify target audiences who have the most potential to affect performance and thus target messages unless we invest far more, for longer. Indeed we should probably view our work with slips and

¹ Production includes Construction, Agriculture, Utilities, Extraction and Manufacturing

trips as only just beginning, rather than half complete, as might be inferred by this stage of Fit3. Thus IRP would suggest that slips and trips should remain a priority area, so that the work we have begun has time to make a real impact.

The Future

17. IRP has developed, in collaboration with FOD, LAs, and other stakeholders, a portfolio of projects and interventions for 2007/08. In some areas we are building on success, so with Falls from Height we aim to run a further “ladders week” and we will continue our work to target Royal Mail in collaboration with FOD and Local Authorities. In other areas we are expanding into newer areas, this is especially true with waste and recycling, and we will be rolling out a pilot (from the Midlands) targeting slips and trips in the cleaning industry nationally. We intend to tackle not only slips and trips in this project, but will also work with colleagues in Fit3 to address MSD and skin disease.
18. Given the focus on Workplace Transport and Moving Goods Safely (MGS) in 2007/08, we will be producing materials to support the work of both LA and HSE inspectors and other material for duty holders themselves.
19. It is too soon to be precise about our work beyond 2007/08. However, it is clear that we need to embed the culture of better, sustainable health and safety management in those industries we have targeted, and we will certainly need to continue the work on slips and trips in particular.

Consultation

20. Colleagues in, Fit3, FOD, COSAS, Communications Directorate, LACoRS and LAU have been consulted in preparing this paper. There has been widespread consultation in developing the IRP portfolio for 2007/08.

Presentation

Communication

21. We have contributed to the Fit3 framework delivery plan and we are now developing more detailed guidance and other material to help our delivery partners achieve the Programme and project objectives. We are also developing our communication plans to support the work and we are using both the formal and informal stakeholder groups around IRP, for example the “Revitalising Network”, to engage others and achieve buy-into our messages.

Costs and Benefits

22. The costs of delivering IRP form part of the overall Fit3 programme and, like Fit3, we do not have estimates for overall costs or benefits at this time. On the other hand we have some indication in specific areas where full evaluation reports have been prepared and for specific events we can produce costs - examples are provided in the relevant Annexes to this paper.

Financial/Resource Implications for HSE

23. IRP's resource allocation forms part of the Fit3. A large proportion (est. 40-50%) of IRP staff are engaged on health issues and other work – for example, Sector staff promote a range of stakeholder groups and activities, including a number of active Industry Advisory Committees and other stakeholder groups. IRP accounts for approximately 40% of the Fit3 budget, (£21million in 2006/07).

Environmental Implications

24. None

Other Implications

25. Like Fit3, IRP delivery is heavily reliant on significant LA involvement and FOD delivery. These resources are limited and constrained by other priorities. IRP contributes to the training and other briefing material that Fit3 is able to provide.

Action

26. The Commission is invited to note the development of IRP and planned activity for 2007/08.

Annex 1 - Falls from Height

What we did

- The Work at Height Regulations (WAHR) came into effect on 6 April 2005. They apply to all workers in all industries (except currently those employed in adventure activities) and so provided a platform for key messages about falls from height through, for example, the production of guidance on ladder safety.
- We published all the WAHR briefing material delivered to HSE and LA inspectors so that duty holders would have a clear understanding of enforcement expectations.
- 'Ladders Week' (November 2005) and 'Height Aware' (May/June 2006) have provided major opportunities for raising awareness about falls and alternative access solutions to work at height. Ladders week will be run again in spring 2007.
- Other sector/occupation interventions undertaken have included posters for schools and publication of a case study of one LEA's initiative on working at height; maintaining an ongoing dialogue on work at height issues with caretakers through their own website, and rolling out toolbox talks to workers in the manufacturing sector.
- In 2006 HSE delivered two new innovative web based products ("Fallington" and the 'Solutions' database - see <http://www.hse.gov.uk/falls/heightaware/flashindex.htm> and <http://webcommunities.hse.gov.uk/inovem/inovem.ti/WorkAtHeightSolutions>).
- Where traditional interventions have not been seen as cost effective e.g. 'low falls' and stairs, we have commissioned research to look at other value for money interventions.

How we did it

- We developed, and regularly reviewed, a range of key messages which clearly established for all stakeholders links between the main elements of the WAHR and HSE's planned interventions. Our evaluation shows this has been successful.
- We built strong ongoing partnerships with a small number of companies (e.g. SpeedyHire and HSS), trade associations (e.g. British Ladder Manufacturers Association and Access Industry Forum) and other stakeholders to help HSE effectively deliver its falls messages
- We developed collaborative project working with for example companies in the manufacturing sector resulting in the successful roll out of toolbox talks

Use of resources

- In Ladders week 2005 nearly 120 events were held attracting more than 6500 employers and their workers
- The 2006 Height Aware Campaign had a communications budget of some £1.5m which delivered 40,000 campaign packs, 43 paid newspaper advertisements, 100 radio adverts and supported nearly 100 employer events
- Close working with FOD and LAs has been an essential part of delivering the falls agenda

Outcome

- Independent evaluation shows that "the Work at Height Regulations have started to have an impact including the use of new and different work equipment and in the way people work at height."
- Ladders week in 2005 attracted more than 70,000 new visitors to HSE's website and the Height Aware Campaign nearly 90,000.

- The number of fatal injuries caused by falls from height is at an all time low and major injuries are beginning to show a downward trend.

Annex 2 - Slips and Trips

What we did

- Following an analysis of slip and trip accident statistics, expanded the remit of the programme, which initially targeted mainly the LA enforced sector and so was unlikely to achieve the PSA target (to reduce major injuries by 5% (525) by end of 07/08).
- Took action to raise profile of slips and trips amongst dutyholders, promote it as a serious issue with serious consequences.
- Identified the barriers preventing HSE staff from inspecting and enforcing on slips and trips, and how to overcome them.
- Undertook research on slips and trips in order to improve understanding of causal factors and possible solutions.

How we did it

- In autumn 2005, ran a major publicity campaign, "*Watch Your Step*", which involved using various media to promote our "See it, sort it" message, supported by active inspection and enforcement.
- Undertook targeted interventions in a number of key sectors, for example awareness raising events in the health service, promotional work through SHADs etc, inspections in food, retail and catering, and work with architects and designers.
- Produced better guidance; revamping the slips and trips webpages, improving case studies, providing guidance for employees in different languages, production of slip risk assessment software SAT (Slip Assessment Tool) and sector specific guidance, set clearer standards for measuring floor roughness.
- Provided training for both LA and HSE inspectors and improved the slips and trips topic pack and template notices.
- Sought to increase programme outreach. Established a slips and trips stakeholder group and identified and presented at key industry groups.

Use of resources

- "Watch Your Step" cost £1.83m, £1.6m on adverts, £50k to fund external events, £156k on research and evaluation. 400 days contact time for HSE staff and 316 days for LA staff.
- Over 600 LA visiting staff attended slip and trip training events. 7 events held for trainee HSE inspectors.
- Organised or took part in over 70 slip and trip promotional events in 05/06
- Research spend of approx £600k in 05/06.

Outcome

- While recognising that we have a long way to go to change perceptions and attitudes to slips and trips - early findings from the soon-to-be- published evaluation of "*Watch Your Step*" point to this - we nevertheless now strongly believe that slips and trips are appearing more on people's agendas for action;
- Making headway in some key sectors, e.g. food, reduced major injuries by 142 in 5 years and expect targeted interventions elsewhere will drive down major injuries;
- Non-compliance is being more readily met by enforcement activity (86 S&T related HSE notices in 05/06, compared with 56 in 04/05), including prosecutions (three in past 4 months).

Annex 3 - Workplace Transport

What we did

- Used statistical analysis to identify risk, hotspots in industries, and tasks; and developed targeted inspection protocols and communications to help reduce the risk;
- Developed innovative communication techniques to help get the message across to harder to influence employers and workers;
- Developed the draft “Routemap” for Workplace Transport Safety to the close of consultation stage (see HSC/06/37).

How we did it

- With COSAS and Sector colleagues, looked at workplace transport accidents and arrived at consensus about strategy and targets to focus on hotspots;
- Worked with research contractors, HSE colleagues and COI to develop and market test communications ideas;
- To find out from stakeholders what help they wanted to signpost law and guidance, we used independent facilitators to hold pre-consultation workshops for the public, and for HSE and LA colleagues: and, with HSE colleagues, held public awareness raising events.

Use of resources

- Data analysis by COSAS and strategic planning by the WPT team - a total of 200 staff days and venue and travel costs <70K;
- Total cost of 2 small media campaigns, £100K including evaluation, production and evaluation of web based guidance £130K, HSE staff cost 1.5SY;
- External help for the “Routemap” together with venues for all events cost a total of £70K. Staff costs from the workplace transport team and other HSE/HSL colleagues for development to consultation £190K.

Outcomes

- WPT team able to target effort at the areas of highest risk – the current struck-by vehicle inspection programme and the planned falls from vehicles campaign in Autumn 2007, target the highest risk sectors and tasks;
- Fatal and major incident figures turning in the right direction - the total of fatal and major injuries to workers due to workplace transport incidents has decreased by approximately 7% from 2,121 in 2004/05 to 1,979 in 2005/06;
- Positive reaction to the “Routemap” consultation ranged from 65% to 95% assent.

Annex 4 - Waste and Recycling

What we did

- In 2004 we commissioned research that found the Waste and Recycling industry had an accident rate in 2001/2 at least 4 times greater than the all industry average.
- We put together a programme to address the industry, consisting of communications; stakeholder engagement; research and inspection.
- Industry ownership of the problem has been secured via numerous avenues such as tripartite Waste Industry Safety and Health Forum (“WISH” – chaired by HSE), targeted initiatives, trade bodies, local authority employer bodies, national government and trade unions.
- The majority of industry stakeholders are thus actively working to a common agenda.

How we did it

- Our activity has been directed at the collection of waste and recyclables as this addresses the largest number of accidents, the greatest employment category and involves duty holders that can be influenced.
- Stakeholders such as WISH, Trade Bodies and Professional Bodies have been engaged to produce their own action plans to improve industry performance.
- Inspection resource has been used to proactively inspect local authorities as service providers - both of in-house and contracted-out services. There are also central interventions with several of the national, private sector, waste management companies.
- We have been leading an intensive awareness and media campaign to keep the industry awareness high, and influence industry culture.

Resources (2006/7)

- HSE Staff costs ca 9 s/y

Outcome

- Industry awareness and ownership of the issue has increased greatly.
- Several indicators of progress exist, e.g. the Environmental Services Association reported a 24% reduction in accident numbers amongst its members in 2005.
- Research is being commissioned in 2007 to compare the performance of the industry against the benchmark of 2001/2

Note: For further details please see HSC/06/50. Recently the topic has come to public attention with a House of Lords debate following interest shown by Lord Harrison

Annex 5 - The Revitalising Network

The Revitalising Network has been established to drive improvements across manufacturing industries.

What we did

- Saw the opportunity to promulgate best practice across a wider range of industries
- Recognised that messages delivered by industry to industry are more compelling than simply HSE telling them
- Harnessed the enthusiasm of the wider health and safety community
- Realised the potential benefits of delivering real case history accounts of improvements first hand.

How we did it

- Identified and distilled talent from across different industries into a highly competent and committed network of activists and speakers
- Provided a network/platform for bench marking and sharing.
- Put the ethical, legal and moral arguments together to make the case for safety and health unarguable

Resources

- Using the wider health and safety community and trade bodies means proven ideas for improvement get large amplification.
- Highly effective use of time with low resource input gatherings and web based communication.
- Ready-made supply of external high quality presenters and presentations help HSE at other events.

Outcome

- A web community for members to share ideas and solutions, including a regular newsletter – “Network News” – and information (including safety alerts) from members
(see <http://webcommunities.hse.gov.uk/inovem/inovem.ti/revitalising.network/grouphome>)
- A series of seminars and workshops to tackle Fit3 and other health and safety issues raised by network members, with contributions from members and other authorities – the most recent involving the Fire Services at the request of members with little input from and no cost to HSE.

Annex 6A – Agriculture

What we did

- A programme of projects contributing to the Injuries Reduction Programme and other parts of Fit3, targeting the main causes of fatal and major injuries and ill-health.
- A programme of Safety and Health Awareness Days (SHADs) specifically targeted at the self-employed and family farms.
- Promote HSE's interactive, downloadable software package, which simplifies the process of risk assessment for farmers – see <http://www.hse.gov.uk/agriculture/assessment/index.htm>
- Produced free, regular, email of news and information via e-bulletin and articles in the farming press – keeping the industry informed of the latest issues.
- Actively engaged with key industry stakeholders including the financial services sector.
- Developed a suite of accredited competence qualifications targeting farmers, focusing attention on management of health and safety.

How we did it

- Delivered a programme of 17 farming SHADs, 3 forestry SHADs and 4 arboriculture SHADs in 2005/06.
- Developed a communications strategy to help raise awareness of the main health and safety risks on farms and provide relevant, targeted and timely information, guidance and industry alerts.
- Engaged with the insurance industry as a driver for health and safety uptake.
- Developed a suite of VQs with our social partners – subsequently marketed by training providers.

Use of resources

- HSE Staff costs ca 28 s/y.
- In 2005/06 the average cost of a farming SHAD was £8k. The arboriculture and farming SHADS cost £5k each – total communication spend in 2005/06 £438k.

Outcome

- The number of fatal injuries to workers has declined in 2005/06 compared to 2004/05, and the injury incidence rate for workers is now heading in the right direction although it has remained relatively stable for the last 7 years.
- SHADs: Independent evaluation shows that these events are well received - 87% of attendees report increased health and safety awareness and 73% report they have made at least one practical improvement back on the farm.
- Evaluation of the interactive software package showed that it was well received by farmers who found it easy to use. The HSE team responsible for delivering this project were finalists in the creative solutions category of the 2005 Public Servants of the year Award.
- Communications: a series of current advertisements has been evaluated as up to four times more effective in getting the message to the target audience than generally expected in the advertising industry and one recently won a press award for its memorable impact and message retention by the readership.

Annex 6B – Food

What we did

- analysed in detail the main causes of injury & ill health in the 25 different food/drink industries (ongoing)
- agreed with the main trade associations and industry H&S committees the action required (ongoing)
- produced 'industry agreed' published & web guidance – including, for example, the new booklet, "Working Safely in a Multicultural Food and Drink Industry"
- formed the new Food Manufacture H&S Forum (which represents all GB food industries and its TUs)
- organised annual national Food Manufacture H&S conferences attended by decision makers in GB's food companies
- set up the joint HSE/food industry 'Recipe for Safety' initiative which encompasses all the above and much more

Outcome

Since 1990/91:

- fatal injuries down 70%
- total injuries are down 50%
- all injury incidence rate down 35%
(compared with 17.3% manufacturing average drop), and

Since 1996, when RIDDOR reporting criteria changed:

- major injury rate down >22%

Annex 7 - Royal Mail

What we did

- In 2003/04, CACTUS and number of FOD Inspectors noted that Royal Mail submitted huge number of RIDDORs for one company (even one as large as this). In 2004, typically RM submitted over 7,000 RIDDORs per year of which around 5,500 occurred during peripatetic work activities.
- Early work confirmed the view that the main problem within the company was a failure to implement national policies at a local level
- We designed and implemented a three-year inspection project centred on challenging local health and safety standards and ensuring national policies were being followed.
- Royal Mail management and trades unions kept engaged throughout the project by CACTUS staff. Deputy Chief Executive also engaged at key points.
- Project will be completed in 2007. Work already well advanced on next phase – implementation of the Engagement and Improvement Plans developed with the company and trades unions as part of LOPP.

How we did it

- Small-scale inspections by FOD divisions set scene for national initiative. Engagement with senior management and trades unions at an early stage, with ongoing discussions and reports throughout the project.
- CACTUS and FOD Divisions established network of co-ordinating inspectors feeding into a central hub, which helped to ensure consistency and continuous improvement in the project. Benefits of joint working with LAs recognised at an early stage.
- Increasing enforcement profile across the three years, with a number of Improvement Notices served requiring local action by the company to implement its national policies more effectively.
- Promoted CACTUS as Account Manager for LOPP. Able to use contacts within company and unions to support development of frameworks and plans under LOPP, whilst ensuring continuity with ongoing inspection project.

Use of resources

- HSE resources ca 8 s/y across three years. Considerable interest from LAs, especially in last year of the project (unable to quantify).

Outcomes

Data from Royal Mail Corporate Social Responsibility report (05/06 prov)				
	2002/3	2003/4	2004/5	2005/6
Total Accidents	40,525	35,948	25,808	25,679
Total Accidents per 1000 staff	185.7	172.7	132.4	128.93
Days loss to accidents	223,043	214,226	179,891	163,156
Days lost per 1000 staff	1,034.7	1,140.2	922.7	832.4
Total RIDDORs	9,185	7,273	5,598	5,173