

Health and Safety Executive Board Paper		HSE/06/85	
Meeting Date:	4 Oct 2006	FOI Status:	Fully open
Type of Paper:	Above the line	Paper File Ref:	
Exemptions:	No		

HEALTH AND SAFETY EXECUTIVE

The HSE Board

Major Hazards Strategic Programme

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Cleared by Justin McCracken on 27th September 2006

Issue

1. To update the Board on progress with the Major Hazards Strategic Programme so that they are aware of the main aims and priorities, how delivery is being undertaken and key milestones. This also provides an opportunity for the Board to comment on how the programme is being taken forward.

Timing

2. Routine

Recommendation

3. The Board are asked to
 - a) note the progress with the programme; and
 - b) consider the overall approach as set out in paragraphs 6 to 8 and recommended to endorse it as still appropriate to this strategic delivery programme in view of HSE's current position.

Background

4. HSE has two Strategic Delivery Programmes focused on our PSA targets:
 - Fit3 (Fit for Work, Fit for Life, Fit for Tomorrow) dealing with reducing the burdens of conventional health and safety; and
 - Major Hazards (MH) concerned with reducing the likelihood of incidents with potentially catastrophic consequences.
5. Whilst the Major Hazards sectors (comprising the nuclear, chemical, explosives, underground mining, gas transportation and pipelines, biological agents and offshore oil and gas industries) differ widely in their operations, there are many common elements in their control of risks that justify tackling improvements as a single

programme The overriding objective is to play a full part in the delivery of HSC's strategy by ensuring we have the right interventions to prevent incidents that have the potential for significant harm to workers or members of the public.

6. The MH Strategic Programme (MHSP) builds on the excellent work which was already going on in HSE by ensuring that there is strategic direction given across Major Hazards and adding on a cross cutting programme. The MHSP plan is shown at [Printable version of Major Hazards strategic programme plan 2006/7](#).
7. The MHSP has an agreed Vision of "Great Britain leading the world in the control of major hazard risks" supported by 4 goals namely:
 - a) To deliver at 2008 the PSA targets for the Nuclear, Offshore and Onshore (COMAH) sectors
 - b) To improve the utility of the high level targets for measuring performance in these sectors, including their understanding, ownership and value to all our stakeholders.
 - c) To deliver continuous improvement in the efficiency and effectiveness of our regulation of major hazards.
 - d) To deliver goals 1 – 3 in ways which maintain and enhance wider public confidence in the control and management of major hazards.

The associated aims of the programme are provided in Annex 1.

These are being delivered mainly through the work of NSD and HID. Their plans are available at www.hse.gov.uk/nuclear/programme.htm and www.hse.gov.uk/hid/operatingplan/operating.pdf. The Cross Cutting Programme is designed to help to develop and enhance these directorate plans by capturing and sharing learning and best practice.

8. The main themes that are being emphasised through the Cross Cutting Programme are:
 - To promote cross learning between sectors both internally and externally with duty holders,
 - To influence more effectively duty holders at all levels,
 - To increase the attention paid to human and organisational behaviour,
 - To help develop more useful risk reduction targets as the existing PSA measures based on Dangerous Occurrences do not cover all major hazard sectors and are a blunt tool.
 - Communications at a strategic level.

Argument

9. The following progress has been made:

- **Delivery of PSA targets**

10. The MHSP is on target for delivering reductions as set out in the PSA for nuclear, onshore chemicals and offshore.
11. The trend graphs from the last quarterly report are in annex 2.

- **Review of Safety Case Regimes**

12. The HSC strategy required HSE to “..review its safety case regimes to ensure that they remain relevant and proportionate to the changing nature of these industries in Great Britain.....”. In response to this commitment, the programme commissioned a review which concluded that HSE:
 - is performing a crucial role and doing it well;
 - is seen as independent and contracting out its role to third parties was not seen as desirable;
 - has well established processes and arrangements to determine the depth and breadth of assessment and inspection activity;
 - is not grossly disproportionate in the resources it deploys in the different permissioning regimes in relation to the risks those regimes present;
 - makes limited use of safety data provided by duty holders.

The regimes were considered fit for purpose except except for one or two minor adjustments.

13. There is a high dependence on specialists in the MH Strategic Programme and across the Major Hazards Directorates so there is a link between this and the fundamental review of science.

- **Promotion of cross-learning**

14. A suite of projects has been commissioned in areas of common interest across the Major Hazards sectors to establish best practice and promote learning. Areas of activity include ‘identifying hazards’, human factors and the management of organisational change. Promulgation has been achieved through the publication of common guidance on subjects such as the control of organisational change and acting as an intelligent customer.
15. The success of this approach is reinforced by work that has been initiated between HID and NSD that is outside the formal management of the programme e.g. safety issues surrounding the aging infrastructure in the nuclear, chemical and offshore industries.

- **Influencing Dutyholders**

16. The impact of interventions across the MH sectors is being maximised through the development of influence network models aimed at directing our efforts to best effect
17. The overall objective of our efforts is to stimulate the development of high reliability organisations which exhibit mindfulness at all levels in the prevention of major accidents and their underlying causes. The leverage models are designed to help with this.

- **Increasing attention paid to human and organisational behaviour.**
18. We have developed a model to show the links between safety culture, safety management systems and performance indicators.
 19. A programme of joint team inspections to analyse the safety culture of dutyholders in different industries and learn the benefits of different approaches has been established. The outcomes are to be evaluated by HSL and this is the first phase in establishing what we need to do to bring about high reliability organisations and positive safety culture in MH sectors.
- **Performance Measures**
20. The development and establishment of meaningful and comprehensive set of risk performance indicators across major hazards industries is a complex and challenging task. They are important both to help target our resources and to enable us to measure progress better.
 21. A Community of Practice has been formed which has ensured learning across the D/Ds, and a framework devised by HSL is providing the basis for the development of performance indicators.
 22. Work is progressing on agreeing new performance measures with the intention of introducing them at the beginning of 2007/08.
- **Communications**
23. The communications strategy has been agreed by the Major Hazards Strategic Programme Board and establishes two high level messages for the programme:
 - *HSE is in business to assure the protection of people by preventing and mitigating the effects of catastrophic incidents in major hazard industries; and*
 - *The benefits derived from major hazard industries are necessary to sustain our modern life but require sensible regulation in our civilised society*
 (NB. The second strategic message is not for direct delivery by HSE)
 24. These are supported by a set of key internal and external messages to be promoted through the respective communications plans of the directorates. The MH directorates are currently being consulted on the programme's internal communications plan.
- **Programme Governance**
25. The details of the Programme Board and Support Team are in Annex 3.

Recommendations

26. The Board are asked to
 - a) note the progress with the programme and
 - b) to consider the overall approach as set out in paragraphs 6 to 8 and recommended to endorse it as still appropriate to this strategic delivery programme in view of HSE's current position.

Consultation

27. Members of the MHSP Board.

Presentation

28. The Major Hazards Strategic Programme is an internal HSE management arrangement and communications with stakeholders continues to be channelled primarily through individual sector inspectorates

Costs and Benefits

29. The NSD and HID budgets are agreed by the Deputy CEO (Operations) and each are committed to contributing up to 3% of their assigned resource to the cross cutting programme.

30. Effort in 2005/06 in delivery of PSA targets amounted to 230 staff years in NSD (plan 254) and 311 staff years in HID (plan 313). Figures for the cross-cutting resource are not separately recorded in NSD but in HID this accounted for 5 staff years (1% of total staff resource). The benefits are as set out above.

Financial/Resource Implications for HSE

31. No additional resources are required to those in the agreed budgets.

Environmental Implications

32. None

Other Implications

33. None

Action

34. The MHSP Board will take account of any views expressed by the HSE Board

Major Hazards Strategic Programme Vision, Goals and Aims.

Great Britain leading the world in the control of major hazard risks.

Goals:

- e) To deliver at 2008 the PSA targets for the Nuclear, Offshore and Onshore (COMAH) sectors
- f) To improve the utility of the high level targets for measuring performance in these sectors, including their understanding, ownership and value to all our stakeholders.
- g) To deliver continuous improvement in the efficiency and effectiveness of our regulation of major hazards.
- h) To deliver goals 1 – 3 in ways which maintain and enhance wider public confidence in the control and management of major hazards.

Aims:

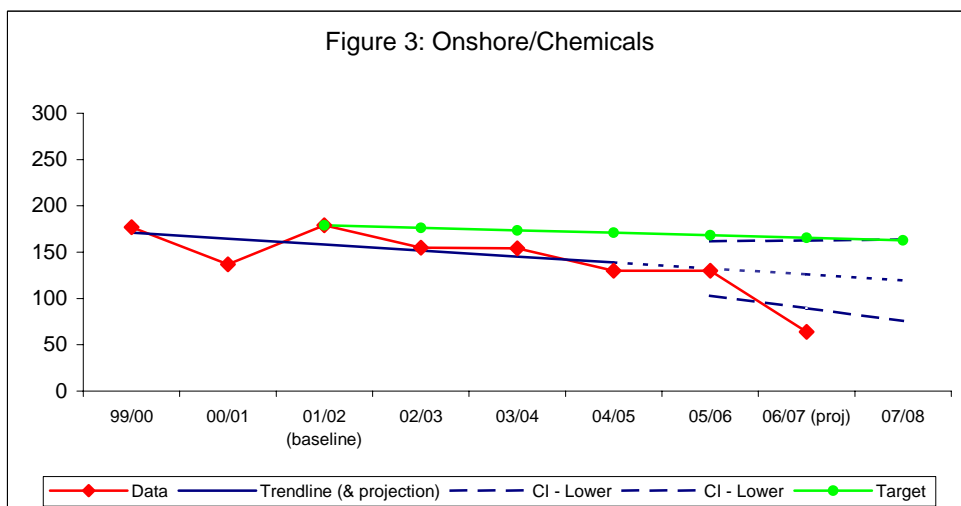
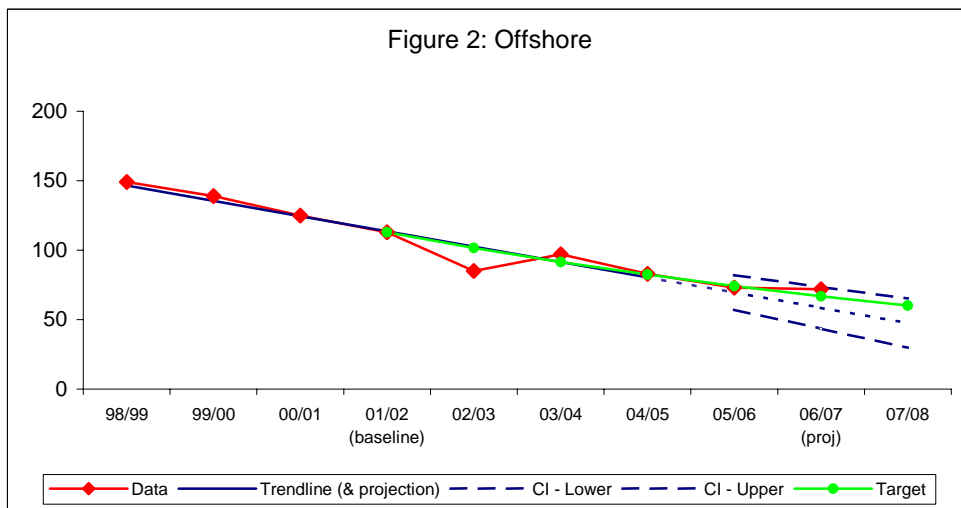
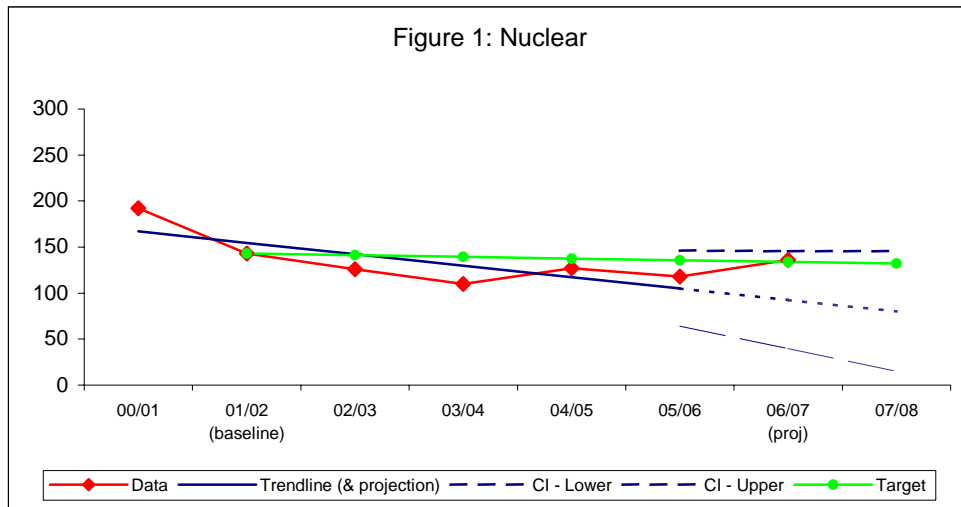
This will mean HSE improving its effectiveness by:

- Working openly with all stakeholders to encourage the identification, development and transfer of good practice;
- Working with duty holders to develop agreed performance measures that can be used to measure and drive performance by industry and HSE;
- Being a more open, transparent, and learning organisation;
- Nurturing a continuous improvement culture that drives more effective use of resources.
- Developing its communications strategy to ensure engagement with all relevant stakeholders.

As a result industry will:

- Regard high standards in the control of major hazards as one outcome of striving for sustainable business excellence;
- Regard sensible health and safety as a cornerstone in delivering their contribution to a civilized society;
- Better understand the risks to its employees, contractors and the public as a consequence of its activities and the appropriate controls required;
- Actively engage with HSE and other regulators (as appropriate) in identifying and minimising the underlying precursor events that can lead to major incidents;
- Provide increasing assurance to the public that they understand and control the major hazards associated with their activities;

and as a consequence, there is confidence throughout society that major hazard risks are being effectively controlled and that GB leads the world.



The projected figure for Onshore/Chemicals is being checked and may be subject to revision.

The Programme Board currently consists of:

- **Justin McCracken (Chair)** – DCE
- **Mike Weightman** – Chief Inspector of NSD
- **Kevin Myers** – Director of HID
- **Giles Denham** – Director of Policy Programmes
- **Patrick McDonald** – Chief Scientist
- **Linda Williams** – Chief Inspector of Railways, ORR (Papers)

(Note Heather Bolton will return as a member of the Board when her involvement with COIN reduces)

The Programme Support Team consists of:

- **Heather Bolton** – Programme Director – Based in Bootle
- **Neil Johnson** – Programme Manager – Based in Sheffield
- **Evan Bale (Part-time)** – Programme Office Manager – Based in Bootle
- **Mike Finnerty (Part-time)** – Cross-cutting Programme manager – Based in Bootle
- **Sam Thomson** – Programme Support Team Member – Based at Chelmsford.
- **Debbie Carr** – Programme Support Office

John Hunter and Carolyn Young provide programme and Project management support from HSE's 'Programme and Project Review and Support Team'