

# MANDATORY ACTIVITIES

## Introduction

1.34 Over 2001/02 HSE planned to deliver a range of policy, technical and information activities to meet the mandate given by statute and government. These included activities to:

- modernise and simplify the regulatory framework;
- provide appropriate information and advice;
- promote risk assessment and technical knowledge; and
- operate statutory schemes.

Table 24 Work to modernise and simplify the regulatory framework

Activities for 2001/02	Progress during 2001/02
<b>Long term policy programmes</b>	
<p><b>Safety Bill</b></p> <p>HSE will provide contributions to DTLR in the preparation of the proposed new primary legislation dealing with safety and transport.</p>	<p>Contributions on a wide range of issues were provided to DTLR.</p>
<b>Revitalising Health and Safety (RHS): Implement and co-ordinate delivery of the strategy</b>	
<p>RHS targets, the ten point strategy and 44 action points concentrate attention on driving up health and safety performance to reflect the demands of modern working society. For progress on RHS action points see the RHS homepage on HSE's website <a href="http://www.hse.gov.uk/revitalising">http://www.hse.gov.uk/revitalising</a>. Programme of work is to:</p>	
<ul style="list-style-type: none"> <li>● develop a strategic approach which identifies priorities for tackling major causes of incidents and ill health;</li> <li>● ensure baselines, monitoring and programmes of work are set for priority areas; and</li> </ul>	<p>HSE's general strategic approach is outlined in the RHS Strategy Statement of June 2000. This is a ten-point plan, which sets the direction for health and safety over the next ten years, and emphasises the importance of promoting better working environments, motivating employers to improve health and safety performance and simplifying over-complicated regulations.</p> <p>HSE's approach to monitoring progress against the global RHS targets was set out in <i>Achieving the Revitalising Health and Safety Targets: Statistical Note on Progress Measurement</i> published in June 2001 <a href="http://www.hse.gov.uk/statistics/statnote.pdf">http://www.hse.gov.uk/statistics/statnote.pdf</a>.</p>

- develop and implement a communications strategy for engaging the commitment and participation of external stakeholders.

Other programmes of work to tackle individual action points include:

- promoting better education in risk concepts;
- effective targeting of those who are at greater than average risk including employees or employers in small firms, or with atypical working patterns or vulnerable groups; and
- continuing work to ensure the effectiveness of enforcement.

A first report on progress, based on provisional data up to 2000/01, has been published at <http://www.hse.gov.uk/statistics/snoct01.pdf>

HSE has been working on a communication/influencing strategy to 'rebrand' health and safety and make it more attractive to our stakeholders. A stakeholder engagement analysis is being developed as part of a delivery plan for the eight priority programmes, to assist achievement of the RHS targets.

See Risk assessment management and Education in Table 26.

See Small firms, New patterns of employment and Vulnerable groups, in this table below.

In January 2002, following extensive consultation, HSC published its revised Enforcement Policy Statement.

#### **Other significant activities**

HSE has identified more than 25 sectors which have set targets, many of which go beyond the national ones. More industry sectors have recently set targets, although six of the key industries have yet to do so.

Other government departments (OGDs) have agreed to set their own safety targets.

FOD has moved to its new radical inspection regime focusing heavily on the priorities identified by HSC.

All non-legislative action points contained in the RHS action plan have been completed.

A stakeholder RHS conference was held in May 2002 to discuss progress and raise the profile of RHS.

An RHS evaluation framework has been produced.

HSE issued the second annual *Offences and Penalties Report* in November 2001. An updated database identifying which companies and organisations were convicted of health and safety breaches during 2000/01 is available at <http://www.hse-databases.co.uk/prosecutions/>. The report builds on the success of last year's *Offences and Penalties Report* which aims to create pressure for improvement on those who have failed in their health and safety responsibilities towards workers and the general public, and to deter others.

A revitalising evaluation strategy is progressing to gauge the actual impact of the work on day-to-day life.

### **Implementing Securing Health Together (SH2)**

Work-related ill health affects over 2 million people and is a serious cost to industry, Government and those suffering. SHT sets goals to reduce work-related ill health, help those made ill return to work and to improve opportunities for those suffering ill health or disability to get into work. Programme of work is to:

- support the Partnership Board, the Programme Action Groups and OHAC;
- maintain the SH2 website;
- carry out necessary monitoring and reporting; and
- SH2 will tackle rehabilitation, the provision of occupational health support, gather intelligence on levels of work-related ill health, carry out research, and evaluate the Good Health is Good Business (GHGB) campaign.

The Partnership Board and all the Programme Action Groups are established, and a total of 18 meetings have been held.

The website has been maintained and improved, and attracted approximately 200 000 hits.

Progress generally is reflected on the website, and arrangements are in place to report back to the Partnership Board on progress.

Targets have been set for reductions in work-related stress and musculoskeletal disorders, occupational health support in Great Britain has been mapped, 39 occupation health projects have been identified and published, five items of occupational health research have been published, and an evaluation of GHGB was published in 2000.

Implementation of OHAC's 30 recommendations to improve access to occupational health support is being driven by a project board of stakeholders from inside and outside government. Progress continues to be encouraging, particularly in the areas where the work feeds into broader government priorities, eg rehabilitation and improving employability and productivity.

Publication of the results of the baseline survey has provided a comprehensive picture of the use of occupational health support by employers.

The launch of NHS Plus in England represents a tremendous opportunity to develop and build provision by NHS for small firms in particular.

Conference held, *Staying Fit for Work – how primary care can help*, 2001. Report now available on the internet at <http://www.signupweb.net/News/stayingfit.pdf>.

Pilot training of trades union safety representatives in body mapping techniques.

### **Implementation of a strategy to reduce the incidence of occupational asthma**

Occupational asthma is a significant ill health problem, 1500 to 3000 people develop occupational asthma each year.

- Projects are proposed under each of the five programmes in SH2 and for 2001/02 a detailed programme of work has been drawn up with stakeholders.

An ACOP on occupational asthma has been developed during the year and will be annexed to a new COSHH ACOP to be published in autumn 2002.

A stakeholder Asthma Project Board has been established to work with HSE to develop and help implement an action plan for tackling occupational asthma, which will be published on the HSE website in autumn 2002.

In partnership with the TUC, training materials on occupational asthma for use in safety representatives training courses have been prepared and were published in May 2002.

### **Small firms, new patterns of employment and vulnerable groups**

There is concern, and in some cases evidence, to indicate that employers and employees in small firms, those with atypical working patterns, young people, the disabled, the socially disadvantaged and others, may be at greater than average risk of injury or ill health while at work. All these groups warrant additional attention to complement measures in place to control risks in particular sectors and from specific hazards. It is also important to ensure that none are disadvantaged by health and safety legislation.

#### Programme of work:

- manage HSC's Small Firms Strategy to make small firms healthier and safer for those who work in them and others affected by their activities, monitor implementation, and use relevant data to review its effectiveness and sensitivity to the needs of small firms;
- advise ministers on the design of a grant scheme to encourage investment by small firms in better health and safety management;
- explore ways of working with business advice network and local authorities to promote health and safety to small firms and business start-ups;
- extend and develop the Good Neighbour Scheme and work with the new Small Business Service and Local Business Partnerships; and their equivalents in Scotland and Wales, to ensure health and safety in the workplace is recognised as an important part of setting up and running a business, and to engage hard to reach small firms;

Following extensive discussion at HSC, a revised programme of work is being developed to align with priorities in the Strategic Plan 2001-04. HELA has implemented guidance and good practice to LAs on implementing the HSC's strategy in LA enforced sectors. The guidance includes case studies of good LA practice that has been effective at targeting SMEs.

Ministerial agreement to a limited pilot scheme has been secured. The pilot will be launched in selected Business Link regions in the summer of 2002. Recommendations on a national roll-out will subsequently be put to ministers based on the results of the pilot.

HSE have worked with intermediaries to develop tools to help small firms and business start-ups. £535 000 of Treasury funding has been won to develop electronic tools for small business advisers in partnership with the Small Business Service (SBS). The grant scheme pilot will also be run in partnerships with the SBS through the Business Link network.

Three Good Neighbour Forums were held in 2001/02, and over 100 businesses are now on the Good Neighbour database. Following an evaluation of the Good Neighbour Scheme, forums are now more focussed onto a topic/sector of particular interest. HSE has commissioned research into the cultural factors that influence health and safety attitudes and behaviour in small firms. Good working relationships have been developed with the SBS, and HSE is working with them and the Business Link network on the pilot grant scheme and the new tools for small business advisers.

- raise the profile of health and safety for vulnerable groups;
- ensure the needs of vulnerable groups and small firms are embedded in the way HSE works;
- complete development of an electronic version of *COSHH Essentials*, simple, step-by-step guidance for small firms that give practical advice on how to control health risks from the chemicals used in their workplace; and
- develop integrated health, safety and environmental advice on chemical control (invest to save).

HSE has hosted two meetings of representatives of organisations who run health and safety ‘passport’ schemes, which provide basic awareness and training, with the aim of agreeing minimum standards and encouraging reciprocity between schemes.

Programme managers have been encouraged to consider small firms as part of their work on the priority programmes where appropriate.

Development of a video and workbook to help teachers prepare school students for work experience and work. The package is due to be launched at the beginning of the academic year in September 2002.

During the year, each part of HSE analysed the potential for its work to have an adverse impact upon racial equality and identified actions to make improvements. Subsequently these findings were used to produce HSC/E’s joint race equality scheme, published at <http://www.hse.gov.uk/hsc/res.pdf>. Key actions included improved methods for consultation and communication, as well as further research and monitoring to establish a better picture of how our policies affect people from different racial groups.

Development completed. It is available on <http://www.coshh-essentials.org.uk/> free of charge. Further development work is planned to increase the range of chemicals. 11 seminars have been held in conjunction with TGWU to train safety representatives in the use of *COSHH Essentials*. Evaluation study shows that purchasers found the package easy to use.

Progressing well. An HSE/Environment Agency development team has been working on an integrated risk assessment framework (to be published for comment on both websites summer 2002).

### Prevention of at-work traffic incidents

A large number of people drive vehicles for work purposes and many employees work on or by the roadside. All are exposed to risks from traffic and estimates suggest that up to a third of road incidents may involve someone who is at work at the time.

#### Programme of work:

- analyse responses to discussion document on at-work traffic incidents and report recommendations to HSC and ministers;
- manage research programme; and
- prepare an ACOP and guidance.

Plans are on target. HSC sent ministers plans on how it would take forward the Task Group recommendations (May 2002). Plans largely cover research, publicity and guidance.

### Transport of dangerous goods

Millions of tonnes of dangerous goods are transported every year on the roads and railways. The legislative framework, based on United Nations (UN) agreements and EC Directives, is being fundamentally reviewed and revised.

#### Programme of work:

- consult on proposals for regulations to implement Directives amending EC Directives 94/55 and 96/49;
- analyse responses to consultation; and
- produce revised guidance.

A CD was issued September 2001 on proposals for transport of radioactive material by rail that implement in part EC Directive 96/49. This was given priority because it has an earlier implementation deadline than for other requirements. Regulations have since been revised and due to be made in July 2002. Proposals relating to other dangerous goods deferred as a result of a decision that the package should take account of further amending Directives requiring implementation by July 2003.

### European work

In Europe and internationally we will continue to play an active and constructive role, negotiating to ensure consistency and proportionality in legislation, and to achieve improvements where these are justified by risk, promoting better standards across Europe in circumstances which will not have unacceptable consequences for UK industry and the legal framework.

#### In 2001/02 we will seek to:

- focus strategies on better practical implementation of existing law, and

We have issued updated internal guidance to underpin delivery of quality negotiation.

performance across Member States;

- share information and experience with, and learn from, our partners in other Member States and the Applicant Countries via joint working, bilateral contacts and funded projects;
- emphasise the contribution of good health and safety to both competitiveness and employability; and

**Vibration Directive:** Much of the year has been spent lobbying the European Parliament on the Vibration Directive and negotiating on their proposals. Agreement has only recently been reached between the Parliament and the Council at working level requiring little change to the common position, and this awaits formal ratification and adoption. Implementation plans have had to await agreement but will commence in earnest early 2002/03.

**Noise Directive:** Much of the year has been spent in extensive lobbying of the European Parliament on the Rapporteur's initial proposals for the amendments to the common position, which the UK felt would have damaged industry across Europe. The lobbying was largely successful with the main unacceptable amendments withdrawn or defeated. By the end of the year the remaining proposals had been submitted to the Council, and it is likely that the conciliation process will last into the Danish Presidency. Work on implementation will only commence once the results of conciliation are known.

In partnership with the Irish Health and Safety Authority, HSE led a twinning project to help the Maltese Government implement and enforce EU occupational health and safety legislation, strengthen their institutions, and with projects on the management of major hazards sites and the implementation of the Seveso II Directive. HSE also contributed to twinning projects, led by the Netherlands Ministry of Labour and Social Affairs, in the Czech Republic and provided expertise to the Polish twinning project managed by France.

HSE arranged high-level bilateral meetings with the relevant ministries and regulatory authorities of Germany, France, and Spain and the European Commission. UK engagement with Europe in the health and safety field is showing benefits, eg in the similarity of the new EU strategy and UK thinking on occupational safety and health, and in our

- take a full part in the work of the international institutions: the European Commission's advisory and labour inspection committees and sub groups; the European Agency; standards-making and liaison bodies on railways, nuclear safety, offshore; and input to the work of the International Labour Organisation (ILO), UN, International Atomic Energy Agency (IAEA), Organisation for Economic Cooperation and Development (OECD) and World Health Organisation (WHO).

actively being sought as partners in twinning activities with Applicant Countries.

HSE has influenced the European Commission through its involvement with the Government Interest Group of their Advisory Committee, and by direct contact; and in the wider European Union through its input into the activities and work programme of the European Agency for Safety and Health at Work, and in twinning work with Applicant States. We co-ordinated briefing for ministers on key legislative dossiers prior to their attendance at Employment and Social Policy Council, ensured that the Parliamentary scrutiny requirements for items under negotiation were met in full; and worked to identify and manage the risks arising from implementation and transposition of Directives. On broader European policy agendas, we contributed to the National Employment Action Plan 2002, and Quality in Work indicators coordinated by the Department for Work and Pensions. We are targeting resources on a selective review of the unratified health and safety Conventions of the International Labour Organisation.

### European chemicals review etc

During 2001/02 HSE was involved with negotiations to determine the future direction of EU and international policy on chemicals including:

- developing a globally harmonised system for the classification and labelling of dangerous chemicals;
- EU chemicals review;
- international chemical assessment programmes, including the EU Existing Substances Regulation, OECD programmes, and the Indicative Occupational Exposure Limit Value programme; and

HSE has been one of the key players in the development of an emerging system for classification and labelling. Further development will now take place within UN committees.

HSE contributed to the drafting of European Council conclusions on a Commission EU Chemicals Review White Paper further detailed proposals are awaited.

HSE continue to play a major role in these programmes in which several substances of concern for occupational health have been subject to detailed review.

- continued updating of the Dangerous Substances and Preparations Directives.

Negotiations on the second Indicative Occupational Exposure Limit Values Directive are still on going.

Agreement on changes to the Dangerous Preparations Directive and Safety Data Sheets Directive was reached with substantial UK input aimed at simplifying and clarifying the legislation.

A list of significant European activities is given at Annexes 3 and 4.

### **Other policy projects**

Progress with other policy projects is given below. Further information about the legislative programme is at Annex 3.

### **Review of gas safety**

The final report of the Fundamental Review of Gas Safety included some 47 recommendations. HSE will act to implement those within its remit. We have a target of a 20% reduction over 10 years in fatal gas-related carbon monoxide poisonings.

Two major aspects of reactive work have delayed taking forward these recommendations:

- development of an iron gas mains replacement policy; and
- preparing, in the interests of public safety, an exemption to allow Transco to operate its gas emergency service for a limited period without the need to be CORGI registered in order to maintain the gas emergency service.

The work has been re-scheduled it is anticipated all the review recommendations that are within HSE's remit will be implemented by the end of 2003.

The gas safety programme for 2001/02 includes:

- integration of Accredited Certification Scheme and Scottish/National Vocational Qualification, August 2001;

Proposed milestones for this work are now:

- integration of Scottish/National Vocational Qualification, June 2002;
- streamlining of the Accredited Certification Scheme for Individual Gas Fitting Operatives for both initial and re-assessments for domestic and commercial installation work, July 2003;

- amendment of the Gas Safety (Management) Regulations 1996; draft consultative document April 2001, amended Regulations in force September 2001;
- changes to CORGI's operating criteria, September 2001;
- amendment of the Gas Safety (Installation and Use) Regulations 1998 and associated ACOP and guidance, draft consultative document March 2001 and amended Regulations in force December 2001;
- revision of ACOP Standards of training for safe gas installation, draft consultative document April 2001 and ACOP in force January 2002;
- development of a HSC Gas Safety Research Strategic Plan, December 2001;
- development of a HSC Gas Safety Publicity/Awareness Strategic Plan, December 2001; and
- introduction of new requirements for the reporting of gas incidents, December 2001.

- CD on proposals for amending the Gas Safety (Management) Regulations 1996, December 2002. Submit Regulations, publish guidance, May 2003;
- approval of CORGI to revised operating criteria, August 2002;
- CD on proposals for amending the Gas Safety (Installation and Use) Regulations 1998, December 2002. Submit Regulations, publish ACOP and guidance, April 2003;
- revision of the ACOP Standards of training for safe gas installation, draft CD June 2002 with ACOP in force December 2003.

Work relating to the introduction of Gas Safety Levy Regulations, the development of a Gas Safety Research Strategic Plan and the development of a Gas Safety Publicity/Awareness Strategic Plan are dependent on the proposed Safety Bill.

The transfer of enforcement for gas safety issues in domestic premises to LAs is dependent on negotiations with LAs and DTLR about resource implications.

### **Land use planning**

HSE will:

- hold public consultation over the results of the internal Land Use Planning Review;
- re-evaluate the current criteria for land use planning purposes;
- produce risk criteria for land use planning in the vicinity of major hazard pipelines;

HSE has created a small team to implement the recommendations of the Land Use Planning Review. This work will be taken forward over the next three years. Part of its remit is to review Land Use Planning Criteria, consult on the results, and produce a revised version of Risk Criteria for Land Use Planning, for both chemical sites and major hazard pipelines.

- produce amendments to the COMAH Regulations as agreed with the EU.

The UK is currently negotiating EU amendments to the Seveso II Directive. It is anticipated that the COMAH Regulations will be amended by the end of 2004.

## Fairgrounds

A review of safety on fairground rides was completed in March 2001, action will be taken to implement the recommendations of this review.

HSE published its report of the review of fairground safety on the internet in September 2001 at [http://www.hse.gov.uk/spd/noframes/asmt\\_rep.pdf](http://www.hse.gov.uk/spd/noframes/asmt_rep.pdf). The report makes recommendations for improving the existing scheme for ensuring health and safety at fairgrounds, which are being implemented.

## Improving worker participation in health and safety

This programme will increase the engagement of workers in the health and safety system and will deliver RHS action point 18. The action plan on employee consultation includes:

- consultation on new regulations, ACOPs and guidance to harmonise consultation arrangements;
- pilot the concept of workers' safety advisers ('roving' safety representatives);
- research links between good employee consultation and improved health and safety performance;
- research practical issues relating to provisional improvement notices or alternatives issued by safety representatives; and
- publicise messages on 'whistleblowing'.

Consultation is planned for Autumn 2002.

The pilot is underway. Report is due to HSC early 2003.

Research is underway and report is due December 2002.

Research is under consideration.

Completed. A workers' webpage has been set up on HSE's website on <http://www.hse.gov.uk/workers/index.htm> which includes information on *Whistleblowing: your rights*.

### Other significant activities

Work-related violence. In the last year, significant progress has been made on policy development and

implementation of HSC's three-year programme on work-related violence. This has been due to the effective relationships that HSE has developed with key partners both externally and across Government. For example, HSE used Training Initiative funding to drive forward a project to create National Occupational Standards in Managing Work-related Violence, in association with the Employment National Training Organisation (NTO). Research has been commissioned to find good practice examples of preventing and managing violence to lone workers, and a tender specification is currently being prepared on where design of the work environment has reduced the incidence of work-related violence. An initial draft of free guidance on work-related violence for taxi drivers has been completed and guidance for SMEs in managing work-related violence was published in July 2002.

### **Changing patterns of work**

There is a growing perception amongst health and safety professionals that changing patterns of work are resulting in unmanaged escalation of risk. However finding evidence, particularly when the overall accident figures have not gone up (there has been a downward trend since 1974) is difficult.

In 2001/02 work was put in hand to investigate if changing patterns of work are leading to an escalation of risk. A free leaflet alerting people to their duty to manage contractors will be published shortly. This work will continue into 2002/03.

### **Links with economic and other regulators**

HSC/E will develop its relations with economic regulators in the privatised utility companies (electricity, gas, water) so that the economic and health and safety regulators are not working at cross-purposes. HSC/E will:

- collaborate with economic regulators to ensure work is co-ordinated and, as increased competition is rolled out, mechanisms are in place to control risks;
- work closely with other regulators involved in the railways industry (Strategic Rail Authority (SRA) and Office of the Rail Regulator (ORR));

HSE has developed links with the private utility companies and has held meetings with trade associations representing them during 2001/02. HSE is developing useful relationships with the economic regulators for the various utilities providers, and has had useful meetings with each of them during 2001/02.

HSE has developed procedures for implementing and monitoring MoU arrangements and day-to-day liaison. A revised procedure for providing

- develop and maintain joined up activity with other regulators (eg EA, SEPA, the Maritime and Coastguard Agency (MCA) and the Civil Aviation Authority (CAA).

enforcement information to ORR has been developed and is on trial (review due August 2002). Other arrangements for liaison with ORR, including revising the MoU and working arrangements are in progress. HSE has also set up a Research Steering Group which has increased communication and liaison with ORR, SRA and other major players. HSE has also worked closely with ORR and SRA in developing proposals for the railway industry bodies recommended by Lord Cullen – the Railway Accident Investigation Branch (RAIB) and the Rail Industry Safety Body (RISB).

HSE has continued to liaise with MCA and Maritime Accident Investigation Branch (MAIB) on dockwork on ships, boats on inland waterways, loading of bulk carriers etc.

HSE also had two meetings with MCA on ‘offshore’ topics. CAA is represented at the Helicopter Liaison Group (HLG) (a sub-group of OIAC) which meets twice a year and discusses overlapping areas of interest.

HSE has continued to work with the CAA on the revision of the guidance on airside safety management.

## Table 25 Work to provide information and advice to improve the knowledge of health and safety

### Plans for 2001/02

### Progress during 2001/02

Our statutory functions include the provision of information and advice on health and safety issues. The forthcoming Freedom of Information Act (FOI) will add a duty to provide information on all aspects of our business. Effective communication will ensure we reach a diverse audience and that we are successful at winning and retaining public confidence as an authoritative and independent expert body. Planning, managing and evaluating communications and producing high quality information products are therefore vital to our overall effectiveness.

In our programme to ensure openness and to provide appropriate information and advice HSC/E will:

- work to put in place systems to ensure compliance with new and existing FOI and Data Protection Act (DPA) legislation in the most cost-effective and co-ordinated way and in accordance with its own policies, which set a presumption of maximum openness;
- commission market research and customer evaluation to ensure our communications and products are appropriate;
- manage HSE Books, Infoline, language services, advertising services, and develop and expand HSE's web capability;
- promote key messages through media, publicity, campaigns, newsletters, videos, development and production of posters, and via attendance at exhibitions, conferences, occasional seminars and workshops;

Systems for compliance with the Data Protection Act established, ensuring a cost-effective and co-ordinated approach. New FOI legislation now expected January 2005.

Pilot publications scheme now in place  
<http://www.hse.gov.uk/publish/index.htm>.

Project Board established for electronic document records management requirements to assist compliance with FOI/DPA.

Substantial programme established, some have been commissioned and completed on particular publications; the remainder of the programme is awaiting approval before proceeding.

All these contracts have been successfully re-tendered in 2001/02. The HSE Books and Infoline services have been awarded Beacon status. Pilot work is being undertaken whereby HSE Books and Infoline are working together to take orders for free publications, to help provide a seamless service.

HSE's key messages were promoted consistently through these communications channels, in a mix of 50 conferences/exhibitions/seminars; four new videos, 329 press adverts and 31 publicity campaigns. Granada TV worked with HSE in

- publish all research results in full and free of charge on the HSE website;
- manage the UK focal point of the European Agency;
- manage and organise the UK input to the European Week for Safety and Health at Work, with the theme of prevention of incidents in 2001 and work-related stress in 2002;
- manage and organise a programme of high profile publicity events and campaigns to support the priority programmes, SH2, and the Small Firms Strategy, including the Good Neighbour Scheme and working with intermediaries;
- produce high quality free and priced publications, and electronic based products including development of the legislative database (hsedirect) and the e-commerce website; and
- develop and implement policies and procedures to ensure compliance with FOI requirements.

piloting the Worksmart series, which helped raise awareness of the priority programme health and safety issues in the North West of England. The promotional activity has helped to double the number of hits to HSE's website.

All Contract Research Reports (CRRs) and offshore reports are now available free via the Internet.

This programme resulted in the UK having two successful and two highly commended entries in the European Week Good Practice awards. In the SME competition, three of the seven ranked UK entries were awarded funding. The European Agency (UK) website had a 100% increase in the number of hits.

Over 25 000 organisations participated in the 2001 campaign. Plans are well in hand, and a 'working on stress' website has been established at <http://www.hse.gov.uk/campaigns/euroweek/>

The construction Working Well Together campaign (WWT) included among other high profile events, a Deputy Prime Minister's health and safety summit for the industry, followed by a strong advertising campaign in the daily tabloid media. Three events were run under the Good Neighbours Scheme, with over 300 people attending.

The development of hsedirect continues with discussions with OGDs about the development of related modules which will facilitate cross-government provision of information.

New FOI legislation now expected January 2005.

## Publicity campaigns and guidance projects

We will review, revise and develop new guidance documents, applying the skills and expertise of HSE's policy, technical and operational staff to ensure the information is useful and correctly targeted.

We will actively seek and take on board the views of stakeholders, especially those of small firms, to ensure the needs of audiences are met, and that we deliver the right message in the right way to the right people (the 3Rs). A series of presentations and workshops has been delivered on the key findings of the 3Rs programme (including to the Royal Society for the Prevention of Accidents (ROSPA), DoH, McCains Food and at the Chief Scientists seminar).

### Planned publicity campaigns for 2001/02

### Progress during 2001/02

Gas safety (carbon monoxide poisoning)

The campaign led to a 10% increase in awareness within the target audience, and resulted in a 50% increase in the number of calls to the gas helpline.

Child safety (agriculture)

There was an extremely successful pilot agricultural child safety poster competition. The winning posters were used in the Easter 2002 advertising campaign.

Working Well Together (construction)

As well as the Deputy Prime Minister's health and safety summit, this campaign included a 'white van man' advertising campaign, a bus tour and awards ceremony. Research showed that 70% of managers and 60% of workers recognised the campaign logo.

The Killing Fields (agriculture)

This campaign was not run in 2001/02, due to the sensitivities caused by the culling of animals during the foot and mouth outbreak.

National Stress Awareness Day: 7 November 2001 organised by the International Stress Management Association UK

HSE contributed to the day and launched the revised guidance on work-related stress for small firms. HSE also addressed the conference arranged by the organisers.

Management of asbestos in buildings

In October 2001, HSE began a programme of seminars and roadshows with intermediaries to highlight the new regulations. See <http://www.hse.gov.uk/asbestos/>.

Raising awareness of the selection and use of PPE

Five roadshows raising awareness of the importance of the correct selection and use of PPE.

Manual handling	Publicity for manual handling was included in the conferences and events run during the year and the Worksmart TV campaign with Granada TV.
European Week of Safety and Health (October 2001)	2001 showed the biggest response to date, as over 25 000 organisations participated, and the campaign reached 9.3 million workers.
<b>Planned guidance projects for 2001/02</b>	<b>Progress during 2001/02</b>
Work-related stress	Published 2001/02
Musculoskeletal disorders	Published 2001/02
Display Screen Equipment Regulations	Due November 2002
Biological agents	Due October 2002
Electrical safety	Due December 2002
Home care workers	Published 2001/02
Protection of workers against ultra violet light	Awaiting revised date for publication
Shift working	Awaiting agreement of working group before publication date can be announced
Review of asbestos guidance	Review ongoing
Isolators in hospital pharmacies	Joint HSE/Medicines Control Agency guidance on the use of isolators in hospital pharmacies for the reconstitution of cytotoxic drugs is due to be published shortly.
Ionising Radiations Regulations 1999 (IRR99) Radiation (Emergency Preparedness and Public Information) Regulations (REPPIR)	Non-statutory guidance was published in January 2002. A revised HSE statement on radiation protection advisors was published in December 2001.
Work in Compressed Air (WCAR)	HSE has been working for many years to develop a technical justification for allowing compressed air tunnellers to de-compress using oxygen, so that their health risks are brought down to levels comparable to those of divers who have used oxygen for some time.



All HSE research is procured in a rigorous competitive environment and a substantial amount is placed with a wide range of external suppliers. HSE's in-house agency, the Health and Safety Laboratory (HSL) also undertakes research to enhance and add value to its primary role, which is to provide casework support, evaluations of risk assessment methodologies and assessment of technical standards etc, and forensic support - investigation of incidents which may require research and intelligence activities. For example, significant work was done to support the investigation into the Ladbroke Grove fatal train crash. To secure access to expertise beyond the core capabilities of HSL, a framework technical support agreement (with an indicative spend of around £2 million per year) has also been established with seven external contractors. More information about HSE's research activities can be found on <http://www.hse.gov.uk/research/index.htm>.

### Science and innovation strategy

Our science and technology programmes are drawn up to meet policy and operational requirements, both to meet our priority targets and also to support work within our mandatory activities. We will work closely with stakeholders to deliver our high level targets, building on existing links to identify gaps in scientific understanding, to share knowledge and to undertake collaborative projects. We will work with other departments to identify issues of common interest, thereby meeting one of the key recommendations of the Phillips BSE Inquiry Report. In formulating our research programmes, we will place an even higher priority on research partnerships.

Under the direction of the Chief Scientist, the Research Strategy Unit has implemented new management arrangements for HSE's science and innovation (S&I) strategy to better focus on HSE's business priorities. A new publication, the Strategic research outlook, which has replaced the Mainstream research market document was published on the HSE website in February 2002, detailing HSE's research needs and inviting proposals under the 'Competition for Ideas'. The Research Strategy Unit has chaired a series of implementation working groups to identify the key practical issues relating to the new S&I management arrangements and to propose workable solutions. The proposed principles and implementation solutions identified by the Working Groups have been approved by the Chief Scientist and are being introduced in an implementation programme from 1 April 2002.

We are committed to policies based on the best available scientific advice and to the maximum openness and transparency in our funded research in line with the Chief Scientific Adviser's *Guidelines 2000*. Research results will be placed in full and free of charge on the HSE website.

#### Plans for 2001/02 (and beyond):

- evaluate the impact and effectiveness of HSE communications and advice on occupational health and safety;
- develop methodologies to evaluate dutyholder performance and HSE impact across a range of sectors of the chemical and related industries;

HSE has commissioned research on focused intervention strategies targeting occupational health in SMEs, investigating practices in communication and information exchange among construction design management dutyholders and work to help HSE segment and prioritise the needs and motives of stakeholders.

HSE has invited proposals for research to identify indicators to measure health and safety performance, assurance of control of human factors

- determine how effective HSE is in regulating health and safety;
- identify the most important changes and trends for HSE in society and work;
- improve the way HSE engages with its stakeholders and communicates about risk;
- understand the effects of major organisational change on health and safety, how health and safety culture can be fostered, and the effects of joint ventures and contractorisation on health and safety;
- understand the processes by which people attribute their symptoms to their work, the impact of societal changes on employee health and people's expectations regarding work-related health outcomes;
- research into human factors aspects of remote plant operation and human factors failures in operating and design processes;
- research into occupational exposures and health risks arising from exposure to dioxins and

that impact on major hazard accident risk and to investigate the changing nature of competency in the multi-skilled offshore work environment.

HSE has published a review of the evidence of impact on HSC/E policies and practices and has commissioned work to evaluate the impact and effectiveness of the initiative to reduce accidents in the paper industry. The 'Competition for Ideas' exercise has invited research proposals to inform evidence-based policy on how to motivate dutyholders to improve compliance.

HSE has commissioned research on an assessment of societal concerns on health and safety, a review of the occupational health and safety of ethnic minorities and on the psychological and social impact of accidents at work.

HSE has published research on methodologies to design and evaluate effective risk messages and has commissioned work on advanced risk messaging techniques.

HSE has commissioned research into cultural influences on health and safety attitudes and behaviour in small firms, on aspects of health and safety in contractorisation and the supply chain and evaluation of the impact of health and safety management systems in the NHS.

HSE has invited research proposals to examine people's perceptions about occupational disease, where the general public derives their knowledge of occupational health and whether the labelling of a condition as work-related causes any stigma.

HSE has published the results of research on human factors aspects of remote operating in process plants and guidelines on staffing assessment for control rooms in the chemical industry.

HSE has completed collaborative work with DEFRA on occupational exposures to dioxins and

polycyclic aromatic hydrocarbons;

- computer modelling and alternative predictive techniques for chemical toxicity risk assessment.

has commissioned further work to examine dioxin exposure in specific work activities.

HSE has published research on further development of the lymph node assay for risk assessment of chemicals and has commissioned further work on the development of computer-based structure activity relationship systems.

#### **Other significant activities**

Development of HSE 'Trends' and 'Forward Look' activity, development and administration of a fully operational Intranet *Trends in technology* database, to facilitate increased and enhanced Forward Look activity in Technology Division in areas likely to be of significance to HSE. The database was successfully launched within HSE on 5 October 2001 and an article was included in HSE's in-house journal 'Express'. A paper has been produced detailing 'wins' so far from Trends. The paper provides part of a working brief on the implementation phase of intranet Trends. Three discussion groups have been formed and one discussion paper completed.

Managing the development of a database for recording and analysing past gas explosion incidents. The work will be a major contributor for HSE to identify trends in gas-related incidents. Data on past incidents inputted and organised. Data analysed for trends and significant features. Emerging results used to help prepare work strategies. Results used to prepare strategies and inform work planning for the coming year.

Unplanned work arising from 11 September tragedy: HSE provided technical input to Government on biological weapons.

Providing guidance and input on the Anti-terrorism, Crime and Security Act. Liaising and working with OGDs, particularly the Home Office and Ministry of Defence (MOD) on technical aspects of new legislation – new guidance drafted for police and

centres working with GMOs on new legislation (the Security of Pathogens and Toxins Regulations 2002) which implements Part 7 of the Act.

The results of the long-term study into call centre operators' exposure to noise raised considerable interest. This work will be presented as and when required. The commitment will carry on into 2002/03.

### **Risk assessment management and education**

We will promote greater consistency, coherence and understanding on risk assessment and related issues. Decision-making on the basis of risk is a fundamental aspect of our regulatory activities. It is important that we approach such decision-making in a way which ensures that we meet the principles of good regulation ie proportionality, consistency, transparency, targeting and accountability.

HSC/E will:

- promote effective risk communication to help stakeholders understand the messages we are trying to convey and enable them to participate more effectively in the decision-making process;
- manage research projects, eg of the effects of the social amplification of the public perception of risk, aimed at improving HSE's current practice in engaging stakeholders and risk communication, and provide guidance to staff setting out good practice; and
- promote effective risk education aimed first at equipping young people with the knowledge and skills related to risk awareness which will help them to avoid occupational injury and disease and lead healthy lives, and secondly at safety critical professionals to ensure that they consider risk in both work practices and design.

HSE will work with others both within and outside HSE to:

- produce written guidance for HSE staff and develop aspects of the framework for decision-making set out in HSE's publication *Reducing Risks, Protecting People*;

External research co-sponsored by HSE and seven other departments/agencies completed in 2001. Guidance for government departments on risk communication, based on the research, being produced in conjunction with other sponsors for publication in 2002. NB: this guide is a contribution to the improvement of government risk communication as recommended by Phillips. It was included in the government response to the Phillips Report.

A comprehensive risk education programme has been developed with input from key stakeholders and this has been used as the basis for discussions aimed at raising the profile and effectiveness of risk education in general.

*Reducing Risks, Protecting People* (R2P2) was published in December 2001 and launched by the Chair at a seminar organised with the Policy Studies Institute.

- manage research into public perception of, and trust in, HSE as a regulator, to enable HSE to establish a base line of public trust for future reference;
- chair and provide the secretariat for the Interdepartmental Liaison Group on Risk Assessment (ILGRA), progress its work and, in particular, draft ILGRA's third progress report to Ministers and drive forward the implementation of its recommendations;
- guidance on the effectiveness of different ways of consulting stakeholders, such as focus groups, citizens' juries etc, by summer 2001;
- establish links with the Learning and Skills Council and equivalent bodies in Wales and Scotland;

Internal guidance for HSE staff to help them judge whether dutyholders have reduced risks as low as reasonably practicable (ALARP) was published in December 2001. This guidance was also put on the HSE website to enable dutyholders to understand how inspectors approach such judgements. RPU staff have attended several workshops and seminars to explain to staff the principles and philosophy underlying R2P2.

Research completed in June 2002. Results are being disseminated through presentations to HSC/E. The report entitled: *Perception of and trust in the Health and Safety Executive as a risk regulator* will be available on HSE's website in due course.

HSE provides both Chairman and Secretariat for ILGRA. ILGRA has recently:

- provided a mechanism for co-ordinating the work on departmental risk framework documents describing departments' decision making processes for controlling risks (R2P2 is HSE's risk framework document);
- enabled departments to produce a document on policy and application of the precautionary principle in the UK;
- drafted ILGRA's third report to ministers proposing a work programme to improve coherence and consistency on risk issues across government; and
- provided input to the Cabinet Office Performance and Innovation Unit risk and uncertainty study.

Work is progressing. The results will be disseminated throughout HSE for incorporation in various HSE guidance materials.

Effective working arrangements have been established with the Learning and Skills Council to promote common health and safety standards. The

- develop risk awareness statements for Welsh and Scottish curricula; provide guidance to teachers (working with DfES and ROSPA); and
- establish links on risk education throughout the curriculum (working with Institute of Occupational Safety and Health (IOSH)).

outcome of the LSC's review of funding and provision of training for safety representatives has enabled the Commission to discontinue the HSC training initiative.

Initial discussions have taken place with the bodies responsible for curriculum development in Wales and Scotland.

In Wales progress has been slowed because risk is not covered explicitly in the existing curriculum. The next consultation on a revised curriculum will probably be in four to five years time but both Welsh Assembly staff and the Qualifications, Curriculum and Assessment Authority for Wales have responded positively to developing thinking together in the interim.

In Scotland progress has been slow because the non-statutory curriculum already appears to cover risk education, and the Scottish Executive and Learning and Teaching Scotland consider that no more needs to be done.

HSE, together with ROSPA, contributed to the DfES *Safety education: Guidance for schools* document published in December 2001.

IOSH Education Specialist Group was set up in October 2001 and includes members from LEAs, schools, universities and colleges as well as HSE. The Group is currently pursuing a five-year plan of work to influence the profile of risk teaching in curricula.

### **Advisory committees**

HSC has set up a number of advisory committees. Industry Advisory Committees (IACs) are each concerned with health and safety in a particular industry, eg construction. Subject Advisory Committees (SACs) are concerned with particular hazards, eg dangerous pathogens that might be present across different industry sectors. The committees draw on the expertise and advice available from a balance of employer and employee representatives and, where appropriate, technological and professional experts and consumer interest representatives. They encourage the joint participation of all concerned in the improvement of health and safety at work.

HSC is carrying out a review of how the committees function and the work they carry out.

The advisory committee review was overtaken by the Commission's own review of its ways of working. In September 2001, the Commission delegated to HSE responsibility for managing advisory committees. Arrangements for this have been developed and agreed by the Executive (see Annex 5 for more information on IACs and SACs).

## Table 27 Statutory schemes

### Plans for 2001/02

### Progress during 2001/02

In some key areas of risk we will continue to operate statutory assessment or approval schemes aimed at ensuring product safety before supply.

#### **Chemical product safety**

The HSE is the UK competent authority or the relevant UK regulatory authority, or part of that authority, for several international programmes on chemicals and their potential effect on health, safety and the environment.

HSE met all its commitments under international programmes on chemical product safety, producing work that was held up as a quality benchmark within the Existing Substances programme and the OECD High Production Volume Chemicals Programme.

Within the Notification of New Substances Regulations (NONS) Programme, 207 items were dealt with against a forecast of 200.

#### **Pesticides approval**

Pesticides can present high risks to humans, (particularly workers) and the environment and warrant a statutory approval scheme. HSE carries out the technical appraisal of non-agricultural pesticides and contributes to the occupational risk assessment of agricultural pesticides.

Obligations as regulatory authority for non-agricultural pesticides and by HSE as competent authority (CA) for biocides were met. The predicted output of 210 approvals was reached with 96% being within the target dates for completion. Three reviews of older pesticides were completed and a record 10 122 enquiries were answered. Receipt income for HSE was maintained.

#### **Employment Medical Advisory Service (EMAS)**

EMAS continues to provide statutory clinical assessment and medical surveillance of workers exposed to specific hazards such as lead, asbestos and diving.

EMAS consists of doctors (medical inspectors) and nurses (occupational health inspectors) who carry out primary inspection of health risks in the workplace, investigate cases of ill health and

**Electrical Equipment Certification Service (EECS)**

EECS provides a service for examination and testing of products and the assessment and auditing of the manufacture of the products. An advisory body including representatives from stakeholders, eg manufacturers, users and regulatory authorities, oversees the programme.

provide advice to HSE and LA inspectors on all aspects of occupational health issues. EMAS also runs statutory schemes for medical examinations for lead, asbestos, ionising radiation, chemicals, compressed air and diving.

An announcement has been made that EECS, based in Buxton, is to close by the end of June 2003. The background to this decision can be found in the HSC/E Annual Accounts (paragraph 16 of the Foreword).

Table 27A Statutory schemes

	1999/00 Outturn	2000/01 Outturn	2001/02 Plan	2001/02 Outturn
Jobs completed by EECS	1 058	1 237	1 104 (Revised to: 834)	1 089
Pesticides approvals	169	190	210	210
Notification of new substances	192	109	200	207