



# Influencing change



For more information about the Health and Safety Executive, including the HSE Board and Senior Management Team structure, see [www.hse.gov.uk/aboutus](http://www.hse.gov.uk/aboutus).

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# Foreword

It is with great pleasure that I present the Health and Safety Executive (HSE) Business Plan for 2008/09, my first as Chair of HSE. 2008/09 will be a year of change and transition for our organisation. With the merger of the Health and Safety Commission and HSE we face the future as a new unitary body with a governance structure better suited to the modern world. We will also see the beginning of the transition to a single Headquarters at Redgrave Court, Merseyside. We are entering a new spending review period, which brings a new financial settlement and new challenges in the shape of delivering the Department for Work and Pensions' (DWP) Departmental Strategic Objective (DSO). We will also start thinking about a new Strategy. Our challenge is to build upon our past successes while continuing to adapt and change our organisation to be fit for purpose in the present and future.

HSE has achieved a great deal in implementing the Strategy launched in 2004, including:

- making significant progress in embedding our partnership with local authorities (LAs) as 'the way we do business';
- piloting new approaches to delivering support and advice to small businesses on occupational health and safety issues;
- simplifying the concept of risk assessment with our *Five steps to risk assessment* guidance;
- promoting the importance of involvement by workers and employers in managing health and safety;

- continuing to enforce the law where appropriate and improving the consistency of our enforcement decision making; and
- communicating the benefits of sensible health and safety management and taking a robust stance in defending the reputation of health and safety.

Many of the things envisaged by the Strategy are now in place and this plan builds on these achievements and takes us forward.

The picture on targets is more mixed. The *Health and safety statistics 2006/07* provide the latest occupational health and safety data for the Public Service Agreement (PSA) and Revitalising Health and Safety (RHS) targets. They show that our work is on track to deliver the injury targets, but there is more to be done to achieve ill health and working days lost targets. We will publish 2007/08 statistics in the autumn, which will allow us to make a final assessment of performance against the PSA targets and update our assessment on RHS. On the major hazards side, the nuclear and onshore PSA targets have been met, but not the offshore target. None of the targets can be achieved by HSE alone – we must continue to work with dutyholders and stakeholders to drive improved performance.

So we have enjoyed some successes over the past few years, but some challenges remain and new ones are always arising. There is still much to do to meet the RHS targets and HSE is

now responsible for delivering a DSO. We need strong leadership in all sectors and especially the major hazards industries; there is also the additional challenge of a shortage of skilled personnel, and the strong likelihood of new nuclear build. On the occupational health and safety side, we have seen increased injury rates in the construction industry, a continued high rate of major injury due to slipping and tripping, and a recent increase in cases of work-related stress and musculoskeletal disorders. Deaths arising from past exposure to asbestos, dusts and chemicals still account for about 95% of all work-related fatalities, and will only be brought under control if those at risk today recognise the hazards they face and take action accordingly. This provides the context for our plan.

We now face a need to review our delivery strategy for the next few years. This is an important piece of work that I am keen to get right. We will start work on it later this year and aim to produce a new five- to ten-year strategy, from which the three-year plan will flow, which will set the direction for continued success.

I am proud to be Chair of HSE. This is a well-respected organisation with a strong purpose – stopping people being killed, injured or made ill by work. This plan builds on our considerable success in delivering that aim over the years. I hope you will help us to deliver this plan in whatever way you can.

**Judith Hackitt CBE**  
Chair, Health and Safety Executive

# Introduction

This is the HSE Business Plan for 2008/09, the first year of the Government's spending review 2007 (SR07) period. The plan is an important document that we are required to produce to discharge our statutory obligations. It sets out our priorities to ministers, our managers and staff, and to our stakeholders. It sets out how we will:

- continue to deliver our mission of working with LAs to protect people's health and safety, by ensuring risks in the changing workplace are properly controlled;
- pursue our vision to gain recognition of health and safety as a cornerstone of civilised society, and with that, achieve a record of workplace health and safety that leads the world; and
- deliver the targets for work-related health and safety.

HSE's role is to protect the health, safety and welfare of workers and safeguard others who may be exposed to risks from work activities. This is done by providing information and advice; raising awareness; conducting and sponsoring research; promoting training; proposing new laws and standards; and enforcing the law. However, these activities alone are not enough to deliver the targets, which measure the performance of Britain's health and safety system as a whole. HSE and LAs provide support to employers and workers in making arrangements to manage their own health and safety sensibly. The responsibility for managing

risk rests with those who create it.

HSE's settlement for spending review SR07 was agreed in late February 2008. The key priorities for 2008/09 are reflected in this plan. To ensure that we can respond to emerging issues, incidents and opportunities we may adjust our allocations of resources in year. HSE has decided to create a fund of £10 million for new initiatives in the areas of agriculture, construction, waste and recycling, LA partnership, migrant/vulnerable workers and communications for small and medium enterprises. We will be reviewing the HSE Strategy later this year and the priorities for the remaining two years for the SR07 period will be adjusted in accordance with the outcomes from that review.

With finite resources, some tough decisions are required on what we can and cannot do. It is important for us to be clear on what we are best placed to do and what is for others to do. To make these decisions easier, we will improve our efficiency and effectiveness, aim to recover our true regulation costs, deliver more through partnership working, and reduce our overheads further. In deciding on priorities and work streams, we have agreed with ministers that HSE will:

- maintain the health and safety targets;
- maintain the enforcement policy; and
- maintain the level of front-line inspectors.

We have produced this plan around a framework of four key business areas that cover the full scope of HSE's roles

and responsibilities:

- Delivering health and safety outcomes;
- Enabling justice;
- Providing support to Government; and
- Demonstrating public accountability.

Figure 1 (on page 7) sets out the key objectives and key performance measures for each business.

The business areas allow us to effectively account for the exercise of our statutory powers and the public funds we receive. Each business area contributes towards our vision, mission and the targets. The detailed objectives for each area, the activities within them, and the interactions between business areas are covered in the body of this plan. Our corporate support functions, which include communication, science and research, and financial management, underpin and enable work within the business areas.

As well as monitoring our ongoing performance, it is vital that we look forward to identify and manage risks. We maintain our Corporate Risk Management Plan for this purpose; it identifies significant risks to delivery of HSE's objectives, the management controls we have in place or planned, and sources of assurance that these are effective.

We hope you find this an accessible and useful guide to HSE's plans for the coming year. Our website ([www.hse.gov.uk](http://www.hse.gov.uk)) contains more detail on the areas of work.

# Targets

The RHS strategy statement, launched in June 2000, set three national targets for improving occupational health and safety outcomes by 2010:

- › to reduce the number of **working days lost** per 100 000 workers from work-related injury and ill health by **30%**;
- › to reduce the incidence rate of cases of **work-related ill health** by **20%**;
- › to reduce the incidence rate of **fatalities and major injury** accidents by **10%**.

We report progress against these targets in November each year.

From April 2008, HSE will work to meet DWP's **Departmental Strategic Objective**:

*'Improve health and safety outcomes in Great Britain, through progressive improvement in the control of work-related risks.'*

The detail of the performance measures for the DSO are currently being developed with DWP. Progress to 2010/11 will be measured against the following:

On **occupational health and safety outcomes**, from a 1999/2000 baseline, to achieve sustained improvement in:

- › the incidence rate of fatal and major injuries; and
- › the incidence rate of work-related ill health.

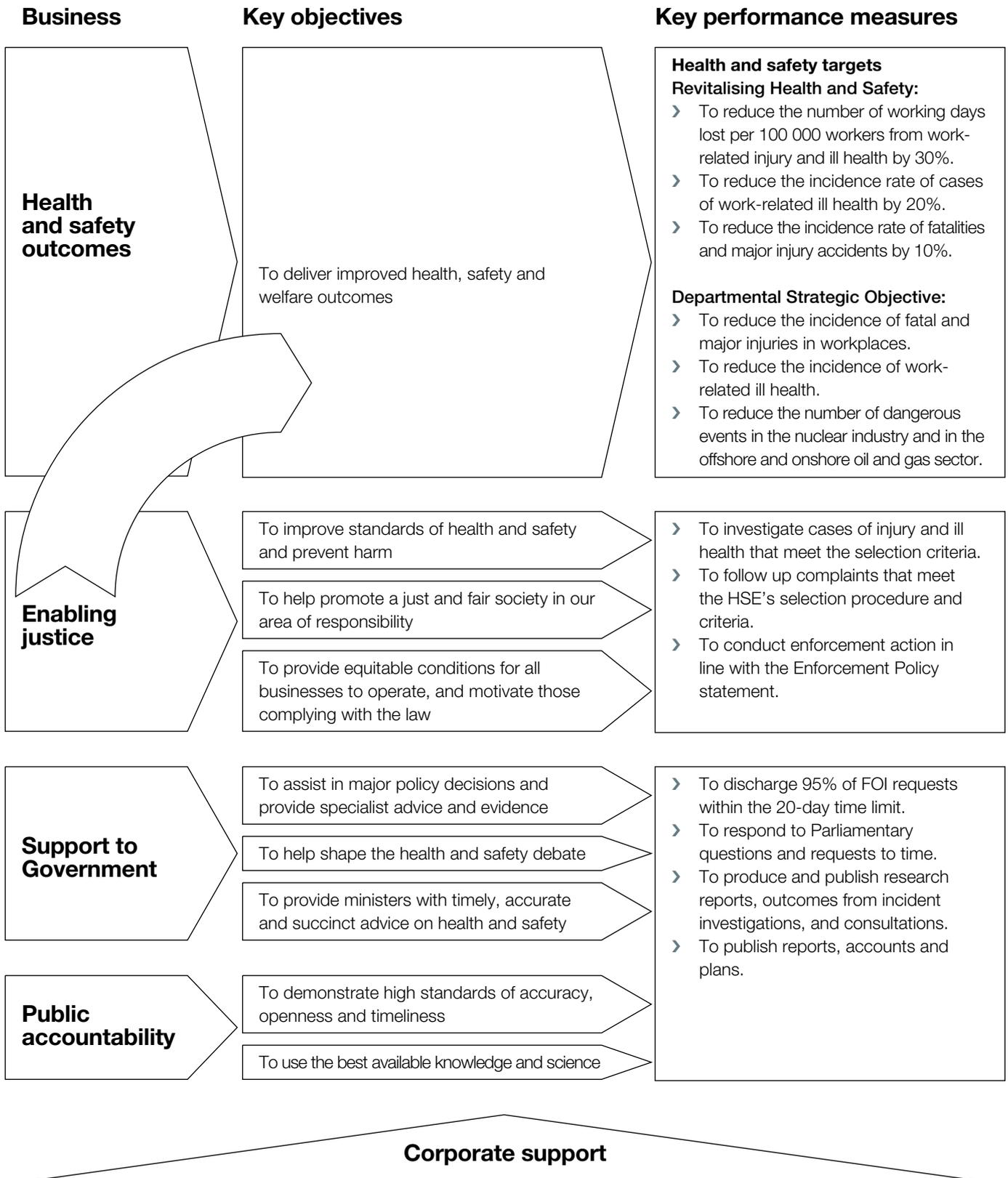
On **major hazards**, from a 2001/02 baseline, to achieve sustained improvement in:

- › the number of events reported by licence holders which are judged to have the potential to challenge a nuclear safety system;
- › the number of major and significant hydrocarbon releases in the offshore oil and gas sector; and
- › the number of relevant Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR) reportable dangerous occurrences in the onshore sector.

## Figure 1 (opposite)

Overview of HSE businesses, key objectives and key performance measures

Our mission is for HSE, working with LAs, to protect people’s health and safety by ensuring that risks in the changing workplace are properly controlled.



# Delivering health and safety outcomes

## Objectives

To deliver improved health, safety and welfare outcomes for those in, or otherwise affected by, work:

- › to ensure appropriate protection to people from health and safety risks;
- › to influence people and organisations – dutyholders and stakeholders – to embrace and promote high standards of health and safety; and
- › to reduce the risk of catastrophic incidents in major hazard industries

**H**SE uses a range of interventions to help enable improvements in health and safety. These include partnership working, stakeholder engagement, providing information and advice, carrying out targeted campaigns, safety case assessments, issuing licences, inspections, investigations, communications and formal enforcement. These can all raise awareness, increase assurance, enable lessons to be learnt and contribute to improvements in health and safety management – and fewer deaths, injuries and ill health.

The health and safety targets underpin much of HSE's drive to improve standards across the spectrum of workplaces and work activities. Using sensible risk management principles, and based on sound evidence, these targets focus HSE's efforts where they are most needed and enable us to measure the effectiveness of the chosen interventions.

Responsibility for health and safety lies with the employers, employees, operators of facilities and other dutyholders. In serious cases of non-compliance, HSE will not hesitate to

take enforcement action, including prosecution. Equally, HSE is aware that enforcement action has a wider impact by raising awareness of the importance of managing risks.

## Delivering occupational health and safety outcomes

The work is delivered through HSE's 'Fit for work, fit for life, fit for tomorrow' (Fit3) Programme by sector and operational staff working in partnership with LAs, central and local government and a wide range of stakeholders.

HSE continues to embed and strengthen its partnership with LAs. It is clear that a strong partnership between HSE and LAs is essential and that all concerned continue to make the partnership 'the way we do business'. Regular meetings between the HSE Board and the Local Government Panel enable HSE to engage with local government issues, ensuring a high-level dialogue. At a working level, LAs are involved in joint projects, including both planning and delivery of work tailored to the needs of the local community.

We cover a wide range of industries and sectors including manufacturing, construction, agriculture, and both public and commercial services. With environmental issues receiving greater attention, we are continuing to target waste and recycling, where the incidence of injury and ill health remains a concern.

We continue to learn and to target effort where we know we need to make an impact. Some of our priorities, like long-latency illness, will take many years of consistent effort before we see the benefits. For others, like falls from height, we can have a more immediate effect, and our statistics already show that we have made significant progress to reduce the number of people killed and injured as a result of a fall.

## Reducing the incidence of slips and trips and falls from height in targeted sectors



Slip and trip injuries are the largest cause of workplace injury (nearly 11 000 workers injured last year,

responsible for over a third of all major injuries) and their ubiquitous nature – that they can happen in just about every

workplace and occupation – requires a sustained and focused effort.

Falls from height continue to be the most common cause of workplace fatality.

Work in 2008/09 will build on the momentum of the ‘Shattered Lives’ campaign (Quarter 4 (Q4) 2007/08), and a number of key audiences will receive a range of interventions (inspection, stakeholder engagement, communication activity, e-learning tool) targeted to their needs. LAs are key partners here, as a number of these interventions will take place in LA-enforced sectors, including

the cleaning industry, food retail, hotel and catering, maintenance and care homes.

Several of these interventions involve cross-programme and joint LA/HSE working.

Key outcomes – the overall outcome is to reduce the number of slip and trip and fall from height major injuries and fatalities. Intermediate outcomes will be a range of leading indicators that lead to improved health and safety outcomes, including:

- › raised awareness;
- › improved attitudes;
- › changed behaviour; and
- › improved risk control.

We have made progress in our efforts to improve occupational health and safety outcomes, but the scale of the challenge remains considerable. The national statistics published in November 2007 showed that the progress on ill health and days lost targets is not on course, but progress on the injuries reduction target is on course. Our internal leading indicators give a more positive overall picture, but there is clearly more to do. The Fit3 Programme will continue in 2008/09, enabling us to consolidate our earlier work and apply some of the lessons learnt about improving the targeting and effectiveness of our interventions. While our future priorities will be influenced by the outcome statistics and our in-house leading indicators, we must also maintain constancy of purpose. We are also learning to segment our market better, and to target the right people with the right techniques.

## Key deliverables

### *Fit3 Programme: Reducing injury*

- › Raising the profile of slips and trips across a broad range of industries to embed the messages promoted in the 2007/08 ‘Shattered Lives’ campaign.
- › Continuing to promote and embed good practice in relation to workplace transport and falls from height, to achieve sustained improvements.

### *Fit3 Programme: Reducing ill health*

- › Promoting compliance with published guidance on musculoskeletal disorders, focusing on reducing the incidence of back pain and associated working days lost and promoting awareness of upper limb disorders.

- › Implementing the Stress Management Standards (or other equivalent approaches) to promote, where appropriate, compliance with the duty to complete a suitable and sufficient risk assessment for work-related stress.
- › Continuing to reduce the incidence of dermatitis across a broad range of industries where skin hazards are an issue.
- › Raising the profile of the duty to manage asbestos, and raising awareness among high-risk groups, especially maintenance workers and apprentices, with a national campaign in Q4 2008/09.
- › Working with industry and suppliers to reduce the incidence of respiratory disease and cancers in a range of industries.

### *Fit3 Programme: Reducing injury and ill health*

- › Undertaking inspection and other targeted work with high-risk industries (with an evidence-based mix of audience, topic, and health and safety focus) including agriculture, construction, and waste and recycling.
- › Continuing to provide information and





- guidance with particular emphasis on hard-to-reach audiences such as small businesses, the self-employed construction sector and the agricultural community.
- › Extending communication activity on existing campaigns and themes into new areas to add strength and credence to key corporate messages.

**Promote the benefits of sensible health and safety management and worker involvement**

- Targeted interventions on specific issues will be supported and reinforced if dutyholders have sensible, proportionate health and safety management systems in place.
- › Promoting and embedding the Institute of Directors (IoD)/HSE guidance for directors and board members on leading health and safety at work.
  - › Evaluating the Large Organisation Partnership

- › Pilot (LOPP) initiative; disseminating the findings to the LOPP community and key HSE interests.
- › Taking forward HSE/Government response to the Better Regulation Executive’s small and medium-sized enterprise review.
- › Reviewing and updating the HSE ‘model’, guidance on health and safety management, reflecting the needs of the modern economy and of the wide variety of organisations.
- › Promoting worker involvement and consultation and publishing new good practice guidance on worker involvement, along with a redrafted legal series publication and a short leaflet for small and micro businesses.

**Communication**

- › Communicating the benefits of sensible health and safety management using a range of communication techniques.
- › Taking a robust stance in defending HSE’s reputation and the need for sensible health and safety management.
- › Delivering innovative communication campaigns to promulgate key messages that make an impact.
- › Taking a proactive approach to public relations and developing third-party advocates.
- › Securing a high level of commitment from strategic partners to deliver health and safety priorities through a stakeholder engagement programme.

**Non-programme priority areas**

- › Working with appropriate stakeholders, including LAs, to better engage with migrant workers and their employers and increase

**Promoting and embedding the Institute of Directors (IoD)/HSE guidance**



Directors and board members in the private, public and third sectors have a crucial role in leading their organisations to

a high performance in health and safety: this new guidance sets out what they need to do to be effective. A programme of communication, promotion and dissemination of the guidance will ensure its message is delivered, in particular through:

- › collaboration with HSE partners/ stakeholders to promote the guidance via conferences, house journals, trade press etc;
- › a survey to reveal directors’ awareness of the guidance – whether seen, read and any action planned as a result – and help shape further action that might be needed to secure its intended impact; and
- › inspectors employing the guidance, as appropriate, in routine inspection and investigation, and in regional/sector-based projects. One such project will work with selected large companies in a major manufacturing region of England, involving intermediaries and LAs, encouraging the companies to

review their corporate governance of health and safety in the light of the IoD/HSE guidance. HSE will also use the opportunity to encourage successful initiatives and good neighbour approaches to local small firms. The project will:

- › identify relevant participants and ensure they receive the key messages;
- › encourage benchmarking and practical (inter-employment sector) workshops to discuss what needs to be done to meet the guidance;
- › use the corporate manslaughter legislation as a spur to companies to review their health and safety performance and, in particular, the contribution of their leadership.

## Accommodation provided for migrant workers



Evidence shows that holiday and residential caravan sites may provide mobile home accommodation for seasonal

migrant workers working on farms or in food factories. Incidents, including a fatal

injury to a migrant worker in Scotland due to fire in the accommodation, demonstrate that there may be poor standards of health and safety on these sites.

This project aims to reduce the risks to temporary and migrant workers in the agriculture/food sector, including the risks in temporary accommodation, by:

- › working in partnership and sharing intelligence with LAs, the Gangmaster Licensing Authority and the Department for Environment, Food

and Rural Affairs (Defra); and ensuring appropriate health and safety management standards on issues affecting migrant workers, such as asbestos, gas and electrical safety, vehicle/pedestrian segregation, slips and trips, manual handling and other matters of evident concern.

It is expected that this approach will provide a better means of exposing poor performers in the agriculture/food sector.

awareness of health and safety.

- › Partnership working with the Welsh Assembly Government to deliver 'Workboost Wales' to provide health, safety and absence management support to small and medium-sized enterprises in Wales.
- › Supporting 'Healthy Workplaces Milton Keynes', a project (in partnership with Milton Keynes Council) to test if a team of health and safety advisors from HSE and LAs can deliver a cost-effective advice service.
- › Developing a common competence framework pilot for all health and safety regulators.

### Chemicals and biocides

The evaluation and authorisation of chemicals and biocides prior to market and use are important elements of a coherent approach to the control of workers' and others' exposure to hazardous substances.

- › **Registration, Evaluation and Authorisation of Chemicals (REACH):** REACH will replace current chemicals legislation such as the Notification of New Substance Regulations and Existing Substances Regulations. REACH will be much broader in scope, potentially involving a wide range of stakeholders. HSE will discharge its main function in 2008/09 as the Competent Authority for REACH.
- › **Biocides and pesticides:** In performing its duties as the UK Competent Authority, HSE will operate the statutory permissioning scheme for biocides in the UK under the Biocidal Products Directive.

### Gas safety

- › Completing the competition for a modernised gas installer registration scheme aimed at adding value to consumer gas safety and simplifying the arrangements for gas installers.

## Performance measures

- › Annual statistics to measure progress on occupational health and safety targets, published in November.
- › Quarterly in-year data and performance reports.
- › Delivery of progress against planned milestones to quality and budget.
- › Measuring profile and approval rating of HSE and its messages among its stakeholder and specific and general target audiences.
- › Improved confidence ratings among Members of Parliament and feedback from our corporate stakeholders.
- › Increased third-party advocacy of health and safety messages.

HSE uses a number of leading indicators to assess the effectiveness of its interventions. These include:

- › biannual surveys of employers and employees to assess the effectiveness of key messages at raising awareness and changing behaviours in the workplace;
- › evaluation of initiatives and interventions for their effectiveness to inform future plans;
- › predictive trend data for injuries; and
- › carrying out exploratory work to develop leading indicators specific to long-latency disease.

## Remodelling the COMAH regulatory regime



The Buncefield incident was the most serious of several that have occurred in the onshore chemical industry sector in

recent years. HSE is determined to learn the lessons from this and other incidents to improve operators' control of risks and to modernise the regulatory approach adopted by the COMAH Competent Authority.

HSE has implemented a comprehensive programme to examine and reconfigure the way the COMAH regula-

tory regime is operated and to put in place the arrangements to respond to recommendations made by the Buncefield Major Incident Investigation Board. HSE will be seeking views from outside and will take them into account in any recommendations emerging from the review. The programme will take account of:

- operational experience to date;
- changes since then within the onshore chemical industry; and
- lessons from recent incidents both in the UK and abroad, including Buncefield.

The programme will run for two years and deliver the following outcomes:

- improved control of risk at major hazard sites by introducing higher

standards for primary and secondary containment and improving process safety leadership by senior managers of major hazard enterprises;

- modernised regulatory approach for chemical major hazards delivered through improved partnership with the Environment Agency and the Scottish Environment Protection Agency; and
- land use planning and hazardous substance consent policies that take account of the findings from the research into the Buncefield explosion mechanism. In the meantime policies that ensure the right balance is struck between development, prosperity and protection, based on current knowledge and a precautionary approach.

### Delivering major hazards outcomes

HSE regulates industries in several sectors where catastrophic failures have the potential to cause significant harm to people or society. It covers sites licensed under the Nuclear Installation Act and other nuclear regulations, and offshore and onshore major hazard industries (offshore oil and gas; chemical and downstream oil; mining; explosives manufacture and storage; gas storage and high-pressure distribution; and biological agents).

Although occupational health and safety issues are addressed to the same standard in these industries as in others, the prime focus is on process safety management. This includes assessing and managing the effects of potential equipment failure and human error on the overall safety of the process (covering hazard and risk assessments, design, commissioning, operation, testing, maintenance and emergency procedures) to obtain the right level of assurance by the dutyholders.

Effort will be spent on encouraging stronger leadership, responding to significant incidents, issues related to ageing plant, and the resurgence activity (such as increased offshore exploration linked to higher oil prices, and nuclear new build). Effort will also be spent on key issues identified, eg asset integrity, maintenance backlogs and the availability of suitably skilled staff. These issues continue to present significant challenges to HSE's major hazard work.

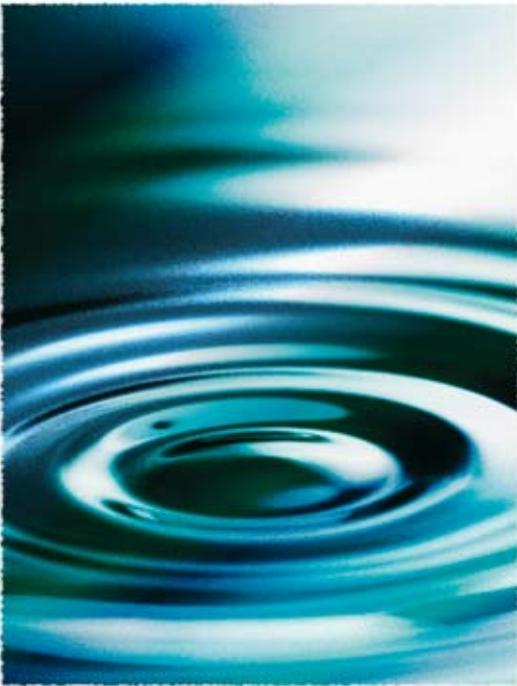
Catastrophic incidents such as Buncefield remain rare events, and dangerous occurrences in the onshore, offshore and nuclear industries continue to show a downward trend since the base year (2001/02). Both the onshore and nuclear PSA targets are on track, although hydrocarbon releases

in the offshore sector have not quite fallen to the target level. Although good progress is being made, these targets in themselves only provide a crude indication of performance and work is ongoing to develop an improved suite of indicators.

Leadership is recognised as a vital ingredient in the promotion of positive safety cultures across the major hazard industries. HSE is organising a conference on process safety leadership in April 2008 for 250 chief executives and other industry, regulatory, trade union and government leaders.

### Key deliverables

- Progressing the introduction of safety reviews into HSE's advice to planning authorities and partners across Government.
- Amalgamation of the Office of Civil Nuclear Security and HSE's Nuclear Directorate. Key areas of work will include more dynamic threat assessment and implementing the Government's vetting transformation agenda.
- Working with industry to secure leadership and the effective management and control of risk to deliver improvement in overall industry performance and, in particular, to raise the performance of the poorest performers:
  - » implementing both specific and generic lessons learned from incidents at both the Buncefield fuel storage depot and the BP Texas City refinery;
  - » extending, refining and further developing key performance indicators to help provide assurance that major hazard risks are being adequately monitored and controlled;



## Performance measures

- › Quarterly statistics on progress against major hazards targets.
- › Timely implementation of actions resulting from the Buncefield investigation.
- › Safety cases and permissioning outputs to time and quality performance standards.

» promoting the importance of leadership at chief executive officer level in creating strong positive safety cultures; and

» remodelling the Control of Major Hazards (COMAH) regulatory regime to deliver smarter, more robust processes, properly supported by tools, techniques and guidance.

- › Investigating significant dangerous occurrences and incidents to ensure lessons are learnt to prevent a recurrence – at site, company and sector level as appropriate.
- › Generic design assessments of new nuclear build and wider support to the Energy Bill.
- › Maintaining assurance and compliance with regulatory obligations at major hazard sites by

safety case assessments and development and implementation of site-specific intervention plans. Particular attention will be paid to topics of process safety leadership, ageing plant and competence of personnel, and to the Nuclear Decommissioning Authority driven transition at Sellafield.

- › For 2008/09 there will be collaboration across a range of topics including: developing key performance indicators; safety culture interventions; operational experience feedback; and change management, including new ways of working to improve efficiency and effectiveness through the major hazard cross-cutting programme.

## Ageing, degradation and obsolescence



Much of the plant in major hazard installations (nuclear, chemical,

onshore and offshore) is ageing.

As an example, the ages of operating nuclear reactors in the UK range from about 13 to almost 40 years. Reactors requiring decommissioning are generally now over 40 years old. Nuclear chemical plants have a similar range of ages. For all existing UK nuclear installations regulated by HSE, there is a range of ageing, degradation

and obsolescence issues which need to be managed by the operating companies to ensure continued safe operation.

These issues affect a range of plant items, from small replaceable components and systems to large irreplaceable components and systems. Ageing and degradation of small replaceable items can be mitigated by normal maintenance activities, provided there are monitoring processes to check for ageing and degradation. Some small components can nevertheless be difficult to replace, eg failed thermocouples in high radiation or inaccessible locations.

The operating companies are responsible for managing ageing, degradation and obsolescence issues to ensure the plant

and equipment operates within the limits set out in the safety case. HSE regulates the activities in these areas in several ways:

- › assessment of the ten-year Periodic Safety Reviews, which include a review of safety and design standards and the 'state of the art' in various technical areas that are relevant to safety;
- › review of the output from Licence Condition 28 activities covering, maintenance, inspection, examination and testing of plant; and
- › assessment of individual issues as they arise.

This work is an ongoing process that must continue to maintain safety for as long as the plant remains operational.

# Enabling Justice

## Objectives

- › To improve standards of health and safety and prevent harm to workers and members of the public.
- › To help promote a just and fair society in our area of responsibility, through actions in line with the Enforcement Policy Statement and other relevant codes (eg the Code for Crown Prosecutors).
- › To provide equitable conditions for all businesses to operate, and to ensure those who do comply with the law are motivated to continue doing so.

Our key priorities with LAs as co-regulators continue to include investigating incidents when things go wrong, enquiring into complaints and enforcing the law – including through prosecution – when there has been a serious breach.

HSE believes that enforcement action and direct contact with those who break the law have an important deterrent effect in the wider health and safety community, and so play an important part in delivering improvements in health and safety outcomes.

Carrying out targeted inspections and investigating complaints are important levers in improving health and safety standards. Our portfolio of interventions includes giving advice, requiring improvements through improvement notices and stopping activities that could lead to immediate harm through prohibition notices.

Investigating incidents when things go wrong is important to determine the causes, learn and share lessons, and ensure that the necessary

measures are in place to prevent recurrence.

We will ensure our approach on enforcement takes account of the new statutory Compliance Code and developing Government thinking on the potential use of alternative penalties. For example, we are aware that the Better Regulation Executive will be working, in liaison with the Local Better Regulation Office, with LAs to pilot the use of Restorative Justice in LA regulation of environment health, trading standards and licensing. In addition, we will work closely in partnership with LAs in complying with the Enforcement Policy Statement and requirements of section 18 of the Health and Safety at Work etc Act on enforcement.

HSE continues to make the investigation and enforcement process efficient and effective. We recognise that, while we respond to failures in the workplace in a robust way, in accordance with the Enforcement Policy Statement, we must also be proactive and seek improvements that prevent such failures. We are working closely with other regulators, sharing information and knowledge, to improve effectiveness.

## Key deliverables

### *Investigation and complaints*

- › Investigation of reported incidents and complaints that meet the current selection criteria ([www.hse.gov.uk/foi/internalops/og/ogprocedures/investigation/IncidSelCrits.pdf](http://www.hse.gov.uk/foi/internalops/og/ogprocedures/investigation/IncidSelCrits.pdf)).
- › Undertaking a 'Complaints Handling Project' aimed at trialling the feasibility of:
  - › centralising the complaint handling process; and
  - › developing a more risk-based selection approach.

**Enforcement**

- › Delivering investigations and enforcement (notices and prosecutions) in line with the Enforcement Policy Statement ([www.hse.gov.uk/pubns/hsc15.pdf](http://www.hse.gov.uk/pubns/hsc15.pdf)).
- › Maintaining a framework for health and safety enforcement activity that delivers HSE's priorities and is in line with the Government's policies for regulators, including publishing HSE's response to the new Statutory Compliance Code for Regulators.
- › Ensuring improved consistency in formal enforcement by ensuring that the Enforcement Management Model is applied for all investigations.

**Performance measures**

- › Performance measures for enforcement based on evidence and judgement on consistency of decision making against the Enforcement Management Model.
- › Investigation of RIDDOR incidents meeting the selection criteria, to defined measures.
- › Follow up of complaints within three weeks of receipt, to defined measures.



# Providing Support to Government

## Objectives

- › To provide specialist advice and relevant evidence to assist the Government in major policy decisions affecting society and the economy, including decisions on health and safety policy and how these take account of broader policy issues.
- › To help shape the health and safety debate in the light of HSE's experience and potential for influencing.
- › To provide ministers with timely, accurate and succinct advice on health and safety in their day-to-day relations with Parliament, with industry and interest groups, and with the public.

Providing support to Government is an HSE-wide priority. Much Parliamentary and ministerial briefing work arises reactively, and falls to centres of expertise within HSE. Other planned work ensures that HSE remains an exemplar of proportionate, effective regulation and that the implementation of European Union health and safety strategy is in line with UK interests, and that HSE supports the wider government agendas.

## Key deliverables

- › Providing advice to ministers across Government on all areas of HSE expertise, specifically:
  - › to DWP on workplace health and safety;
  - › to Business, Enterprise and Regulatory

Reform on health and safety issues on energy, better regulation, small businesses and vulnerable workers; and

- › to Defra on health and safety around chemicals.

## Briefings and security

- › Ensuring suitable and sufficient briefings for ministers by prompt, accurate and comprehensive responses to requests and to proactively provide briefings on matters of ministerial interest.
- › Ensuring effective liaison and provision of advice on security issues.

## International influence

- › Conducting European Union (EU) and wider international business effectively, against the background of the UK Government's broader international agenda:
  - › influencing the European Commission (EC) to ensure that the implementation of the EU Health and Safety strategy takes full account of the UK's aims, particularly on better regulation;
  - › preparing for a review of the Seveso II Directive on control of major accident hazards, including the adoption of an approach to building societal risk into HSE's land use planning advice;
  - › influencing EC thinking on the next steps following the EU decision to postpone implementation of the Physical Agents Directive on Electromagnetic Fields;
  - › ensuring consistency in the development of key health and safety technical standards by providing suitable technical support for working groups and international standards committees.



### **Better Regulation**

- › Delivering HSE's Better Regulation Simplification Plan to reduce the administrative burdens on business by 25% by 2010, embedding sensible risk management, monitoring progress on key initiatives.
- › Consulting on and removing outdated registration and recording requirements.
- › Ensuring that HSE's policies and programmes are developed and delivered in keeping with Government guidelines on impact assessments, consultation and Better Regulation principles.

### **Chemicals**

- › Concluding EU negotiations on the implementation of the United Nations sponsored Globally Harmonised System for the supply of chemicals.
- › Working with Defra:
  - » developing effective enforcement regulations on REACH;
  - » on transitional arrangements for HSE to assume regulatory responsibility from Defra for laboratories working with animal pathogens and merging and simplifying the animal and human pathogen regulatory regimes; and
  - » transferring the Pesticides Safety Directorate to HSE.

### **Performance measures**

- › Meeting the milestones for the planned deliverables to time and budget.
- › Satisfying ministers, the HSE Board and the Senior Management Team with the quality of analysis and advice, to be measured by levels of agreement with HSE recommendations and other feedback.
- › Responding to Parliamentary questions and requests for briefings to the timescales set by ministers, the HSE Board and senior officials.

# Demonstrating public accountability

## Objectives

- › To demonstrate high standards of accuracy, openness and timeliness in providing information and in accounting to Government, Parliament, and the public for HSE's actions, decisions and use of resources.
- › HSE's advice and decisions to be underpinned by the best available knowledge and science.

**H**SE receives approximately 500 Freedom of Information (FOI) requests a month, currently more than any other government department or body. HSE provides quarterly statistics to the Department for Constitutional Affairs as part of the process of monitoring that requests are dealt with in a timely manner.

HSE is accountable to both the public and to Parliament for its actions and use of resources and must demonstrate that it provides value for money as a public organisation. To this end, HSE reports internally and externally on its performance.

HSE is an open and transparent body. In addition to information on plans and performance, HSE publishes outcomes of research reports, incident investigations and consultations on matters affecting health and safety issues. You can find more details on the HSE website [www.hse.gov.uk](http://www.hse.gov.uk).

## Key deliverables

- › Developing HSE's cost recovery framework to provide improved predictability of charges and a transparent basis for the charging regime.
- › Completing the trial of the risk-based COMAH intervention policy resulting from the Hampton Review (Regulation and Recognition).

### *Publishing*

- › Producing and publishing research reports, outcomes from incident investigations, and consultations.
- › Publishing reports, accounts, plans etc.

### *Freedom of Information*

- › Responding to FOI and other requests from the public and workforce in a timely and appropriate manner.

### *Diversity*

- › Delivering HSE's equality schemes on gender, race and disability – the Race Equality Scheme 2008–2011.
- › 2007 progress report for gender, race and disability.
- › Diversity Action Plan 2008/09 (all diversity strands).



### **Performance measures**

- › Discharging 95% of FOI requests within the 20-day time limit and monitoring via quarterly statistics.
- › Publishing plans, accounts, reports, outcomes of consultations and health and safety statistics to time and set standards.
- › Outcomes from peer review of commissioned research (the research will be published subject to commercial and security considerations).

# Corporate

## Objectives

- › To support HSE's priorities at a corporate level by engaging with stakeholders and undertaking generic research and analysis.
- › To ensure the organisation functions effectively and efficiently, by managing our people and financial resources and by ensuring it performs functions in accordance with the law.

### Internal communications

#### Key deliverable

Ensuring that staff at all levels are engaged, understand, and are fully focused on, HSE's strategic priorities and the part they play in implementing them.

### Science and research

HSE and Health and Safety Laboratory (HSL) scientists, engineers and analysts play a pivotal role in delivering and supporting the main business areas, and in supporting other government departments. HSE will continue to develop and refine science plans for all of its business activities, whether focused on delivering the DSO or meeting other business needs in the short and longer term.

HSL carries out and publishes research, and provides scientific and forensic services. As an agency, HSL competes in the market place, providing scientific research and services to non-HSE customers, while being HSE's prime provider of science. HSE and HSL plan to

continue to develop their strategic partnership, streamlining the arrangements between them.

HSL has a good record in gaining revenues from non-HSE sources and plans to further develop this part of its business by continuing to build its capabilities and improve its competitiveness.

Annual performance targets covering HSL's financial efficiency, its delivery of services and the quality of its science, and addressing the relationship with the health and safety targets are published each year in an Annual Performance Agreement between the HSE and HSL Chief Executives.

HSE agreed to make £5 million of its science budget available to LAs over a period of four years from April 2005 so that they might make increased use of science, especially from HSL, to support delivery. £1.85 million will be available in 2008/09.

## Key deliverables

### Scientific support

- › Publishing annual statistics and assessment of progress towards targets.
- › Completing impact assessments for major policy developments, programmes and significant health and safety initiatives etc.
- › Providing forensic and specialist support to front-line investigations and inspections.
- › Enabling improvements in the capability and capacity of HSE's scientists.

### Research, surveys, studies and plans

- › Commissioning, running and analysing data from working conditions surveys to track improvements and help target HSE interventions.
- › Conducting studies for the business case for

## Getting the science right



HSE's approach to using science and technology is changing in 2008/09 as it takes forward the recommendations

from the 'Making Best Use of Science' initiative, completed in 2007/08.

Over a quarter of HSE/HSL staff work in science and technology. Urgent issues have often dominated at the expense of important medium- to long-term work that underpins future successful health and safety outcomes. Given the challenges HSE faces, continued success demands changing the way science activity links into the business.

HSE aims to ensure:

- › all our science and technology

- › capability is focused on HSE's current and future business priorities;
- › we have flexibility to adapt to changing business needs; and
- › we have effective management arrangements.

Our programme of change will take effect in 2008/09 and focuses on three key areas:

- › structure:
  - › a new Science Sub-group to help direct our science – external members play an important part in this group;
  - › senior science advisors appointed in HSE and HSL to promote consistency and quality of standards across the disciplines;
  - › a new Science and Technology Group to ensure our science and technology activity delivers business benefits in front-line delivery;

- › processes:
  - › planning – moving towards a three-year rolling Science Strategy and Science Plan;
  - › bringing users and providers of science closer together;
- › behaviour:
  - › greater flexibility within HSE/HSL to meet skills shortages;
  - › a more corporate approach to science and technology delivery, with clearer roles and responsibilities

Improved planning will help HSL co-ordinate its work. We expect 70–80% of our work to be planned, with the rest providing support to investigations. We will see bigger projects and avoid duplication of effort. Our scientists will deal directly with the people who commission research. We will be reviewing progress to ensure we get the science right.

health and safety at work.

- › Commissioning and publishing research on:
  - › a second phase of work undertaken by Imperial College (on behalf of HSE) to revise the estimate of occupational cancer burden in Great Britain of six key cancers attributed to work exposure;
  - › epidemiology, eg the relationship between shift work and disease and analysis of occupational data on death certificates;
  - › corporate/strategic issues, which underpin HSE's work including 'good jobs' that promote worker health and well-being, continuing development of networks of general practitioners reporting work-related ill health through The Health and Occupation Reporting (THOR) network, horizon scanning and safety issues of nanotechnology;
  - › health and safety in the retail, warehousing, beauty and leisure industries through the LAs' science and technology initiative;
  - › occupational health and safety outcomes and major hazards outcomes.
- › Completing the Science Strategy and Plans for 2009–11.

### Legal support

The Legal Adviser's Office supports the work of HSE, in particular in enabling justice and providing support to Government.

## Key deliverables

- › Supporting enforcement decision makers with legal advice.
- › Effective monitoring of the work of the solicitor agents engaged by HSE in enforcement cases under procurement arrangements which started in April 2007.
- › Training HSE staff on legal matters.





### **Corporate support**

Corporate support (including managing finance, planning, human resources, health and safety, purchasing, and estates) enables the activities in our business areas.

We develop strategies and policies relating to HSE's resources and infrastructure, providing advice in these areas and governance, and delivering projects and programmes to support HSE's change agenda.

### **Estates**

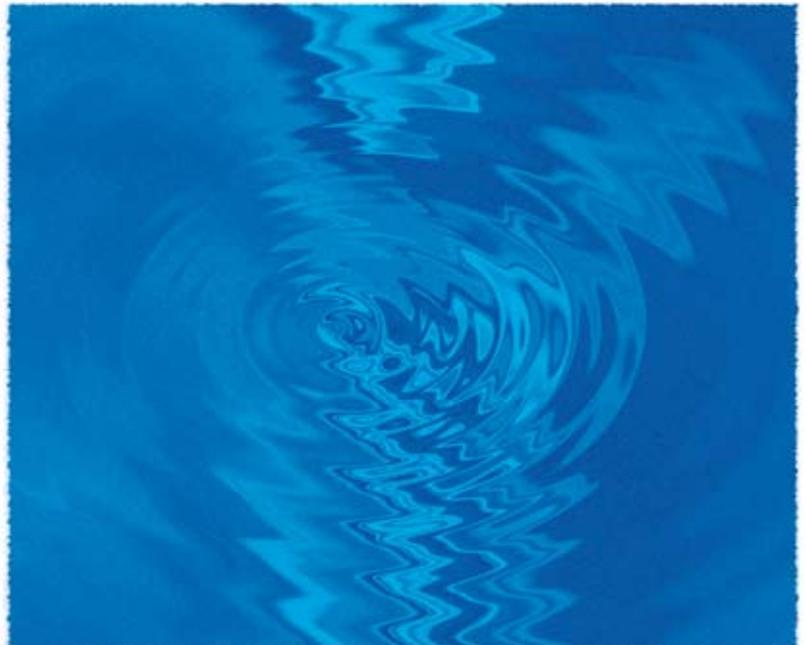
During 2008/09 we will progress our move from a split-site HQ in London and Bootle, Merseyside to a single HQ based in Bootle. For the first time in over 30 years, HSE's executive leadership and the majority of its teams covering strategy, policy, operational planning and corporate support will work from a single HQ, improving communication and collaboration and reducing our estate costs. In addition, we will maintain and rationalise HSE's field estate including:

- › the creation of a new, hot-desked, city centre office in Glasgow;
- › a reduced, modernised and hot-desked office in Edinburgh;
- › the completion of refurbishments at Plymouth and Basingstoke;
- › an evaluation of the options for Leeds and Sheffield to inform whether HSE should take advantage of lease breaks in 2011;
- › work with the Wales and West management team to explore the options for changes to HSE's presence in Cardiff.

### **Information technology (IT)**

IT is an important tool to help deliver our business effectively and efficiently. In 2008/09, we will:

- › pilot and evaluate technologies to support new ways of working in the field;
- › continue to update HSE's scientific applications; and
- › continue to develop and implement Smartphone technology to a wider user base in HSE.



### **Training**

Training for 2008/09 will include:

- launching a new Postgraduate Diploma in Occupational Health and Safety for inspectors and specialists;
- progressing a major re-tender for HSE's core training programmes comprising of management development and personal skills development;
- using the re-tender to retest the market for best value and to review purpose, content, durations and delivery styles to best meet HSE's current and future business needs.

### **Easier Access to Services Programme (EASe)**

EASe is one of HSE's key programmes for improving customer contact – as well as following the central guidance and initiatives from the Contact Council. Contact will be explicitly designed and managed for the benefit of the customer and will provide a more coherent service from their point of view. To achieve this, HSE will take a co-ordinated view of any proposed changes to public contact arrangements. Improved services will mainly come on stream in late summer 2009 through re-tendered contact centre contracts – although incremental improvements will be made to existing contracts/services where feasible. In parallel HSE is participating in the promotion of *Directgov* and *Businesslink* as the primary sources of web-based information for citizens and businesses.

### **Performance measures**

Internal communications

- Staff are fully engaged with the strategic priorities, and adopt a more collegiate and focused way of work.

Scientific support, research, surveys, studies and plans

- Projects delivered to cost and time.
- Project outputs peer reviewed and longer-term outcomes evaluated. Quality of work subject to external scrutiny (science planning etc) and against government standards.

# Resource strategy

## Finance

HSE will prioritise its activities in accordance with the available resource to meet the challenging targets and key deliverables outlined in this plan. HSE will continue to make best use of resources through a mixed intervention approach to influence health and safety outcomes.

Staffing numbers and resource spend were reduced in 2007/08 to ensure HSE lived within the available resource while maintaining front-line activity.

HSE's financial strategy in the SR07 period includes maintaining front-line staffing numbers while making further efficiencies in support functions. This will mean recruiting inspectors and specialists to ensure HSE has the operational capability to deliver the planned outcomes.

From 6 April 2008 HSE will move towards more fully recovering its costs in the offshore oil and gas sector, onshore major hazard (COMAH) industries and gas transportation. It will also extend activities subject to cost recovery to include conventional health and safety work at nuclear sites, larger onshore major hazard (COMAH) sites and parts of gas transportation networks.

HSE plans to spend £294 million gross in 2008/09, which is a moderate real-term increase compared to the reduced spend (£274 million) in 2007/08. HSE will shortly be reviewing the Strategy (launched in 2004), which will determine priorities and potentially redirect resources for SR07 and beyond. The short/medium-term business planning and financial strategy will be realigned to the outcome of this review.

## Staffing

HSE is aiming to maintain staff numbers at the March 2008 level in 2008/09. In doing so we plan to:

- › maintain the number of front-line inspectors;
- › recruit nuclear inspectors;
- › recruit a wide range of specialists and general inspectors;
- › recruit general staff including policy advisors at the Bootle HQ to replace leavers from our London HQ; and
- › reduce corporate support staff by 5% in real terms.

HSE's staffing plans are set out in a separate dedicated Workforce Plan.

## Efficiency

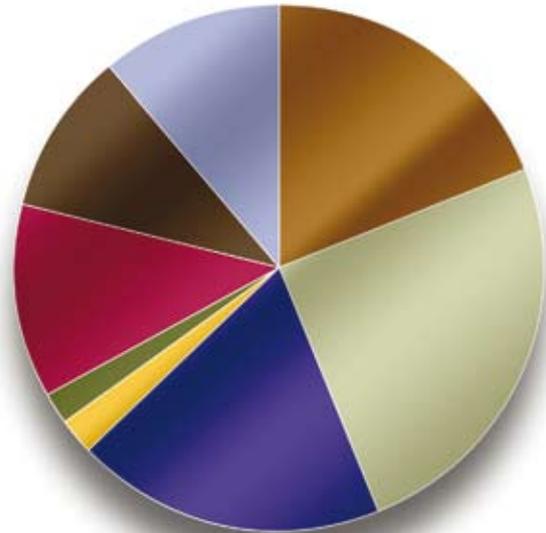
HSE has continued to improve efficiency and productivity. As an example, over the last five years HSE has increased the time spent by inspectors in contact with dutyholders and other key stakeholders by 33%.

HSE will run a structured efficiency programme over the SR07 period. This will include improving operational productivity and continuing to bear down on our overheads including corporate support and estates.

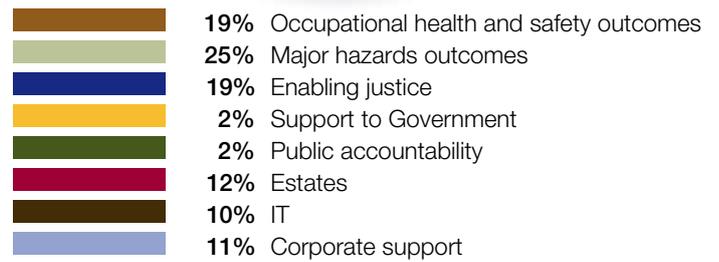
Nearly half of HSE staff already work record; a 'Universal Work Recording' project (UWR) is aimed at extending this across the rest of HSE to help improve personal and organisational performance management.

A separate efficiency plan will detail what we will do in this area.

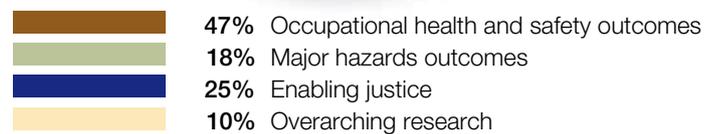
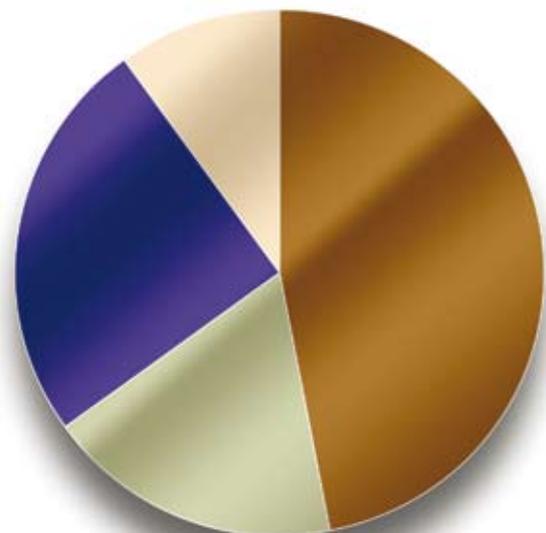
**Figure 2** Proposed total administration budget allocation



| <b>HSE proposed budget</b> | <b>2007/08<br/>£ million</b> | <b>2008/09<br/>£ million</b> |
|----------------------------|------------------------------|------------------------------|
| Administration expenditure | 215                          | 230                          |
| Programme expenditure      | 59                           | 63                           |
| Total gross expenditure    | 274                          | 294                          |
| Income                     | (58)                         | (69)                         |
| Net resource               | 216                          | 225                          |



**Figure 3** Proposed total programme budget allocation



### **Further information**

HSE priced and free publications are available by mail order from HSE Books, PO Box 1999, Sudbury, Suffolk CO10 2WA  
Tel: 01787 881165 Fax: 01787 313995  
Website: [www.hsebooks.co.uk](http://www.hsebooks.co.uk)  
(HSE priced publications are also available from bookshops and free leaflets can be downloaded from HSE's website: [www.hse.gov.uk](http://www.hse.gov.uk).)

For information about health and safety ring HSE's Infoline Tel: 0845 345 0055  
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