



Health and Safety Executive  
\\ Business Plan 2009/10



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Our new strategy, *The Health and Safety of Great Britain \ Be part of the solution*, defines the goals that we and all stakeholders in the health and safety system must strive to achieve. It is with pleasure that I now present our business plan for 2009/10, which demonstrates how the Health and Safety Executive (HSE) will co-ordinate actions with local authority partners and others to begin turning those strategic goals into reality.

The strategy recognises that, although there has been significant improvement in Great Britain's health and safety performance, the rate of progress has more recently slowed. Against a backdrop of considerable change in the working environment and difficult economic conditions, our plan seeks to tackle the health and safety challenges in a pragmatic manner and re-energise the process of improvement.

Importantly, our plan is not only about what HSE intends to do. Local authorities play a key role in the health and safety system and there are business, employee and other organisations that we can and will beneficially join forces with.

Similarly, our calls for strong leadership, involving the workforce, and building competence to embed health and safety in operational practices are the very same qualities needed for businesses to survive these testing times and develop sustainable recovery.

Working with the health and safety system as a whole, our fundamental aim is to reduce the number of lives that are ended prematurely or blighted by avoidable, work-related injury and ill health.

Judith Hackitt CBE \ HSE Chair

To view the HSE strategy *The Health and Safety of Great Britain \ Be part of the solution*, and further information please visit our website at [www.hse.gov.uk](http://www.hse.gov.uk).

## Our mission

The prevention of death, injury and ill health to those at work and those affected by work activities.



HSE's new strategy resets the direction for the health and safety system of Great Britain. With its publication for consultation last November we began the process of gathering opinion and identifying what we, local authorities, and others can and should be doing to achieve the strategic goals.

This year's business plan represents the beginning, not the totality, of the actions we will undertake to realise those aspects of the strategy that fall within HSE's remit. Many of the actions will require discussion and further work with local authorities, employers' and employees' organisations and others in the health and safety system. As such, during the coming months, we will put in place arrangements to develop ideas, promote and co-ordinate the plan's implementation. Reflecting this, further details about taking the longer-term activities forward will be presented in the 2010/11 plan.

A considerable proportion of our resources will continue to be devoted to HSE's core functions as a regulator. With an emphasis on prevention, these include providing information, advice and guidance together with conducting inspections and assessments. We will also investigate complaints and incidents and, where appropriate, robustly enforce the law in line with the HSE Enforcement Policy Statement and Enforcement Management Model.

Central to the delivery of our plan is the continued development of our partnership with local authorities. We will make support available to better enable them to deliver the interventions necessary in those areas where they have responsibility, and we will also be alert to the feedback and intelligence their inspectors can provide.

Several of the initiatives that HSE and local authorities have recently developed and trialled are now ready to be scaled up and used more widely. In particular we are looking at stimulating better health and safety leadership, the provision of sample risk assessments, the use of e-learning tools and more effective communication and stakeholder engagement.

We also plan to carry out some entirely new development work and make changes to our arrangements for the provision of information. These are aimed at accelerating progress towards our goals for greater worker involvement, improving competence, and helping SMEs better understand and meet their obligations in a cost-effective way.

Within our plan you will see that we are using a broad spectrum of tools and techniques to influence stakeholders throughout the health and safety system. Equally, you will recognise that our focus is on the key levers offering the greatest potential impact for achievement of our strategic goals. Ultimately, we are trying to change people's behaviour so that they improve their management and control of risk in the workplace.

### Our mission

The prevention of death, injury and ill health to those at work and those affected by work activities

### Our plan

- \\ Improving the working environment
- \\ Sharing the responsibility
- \\ Transforming the approach
- \\ Enabling delivery
- \\ Performance measures and targets

### Our foundation

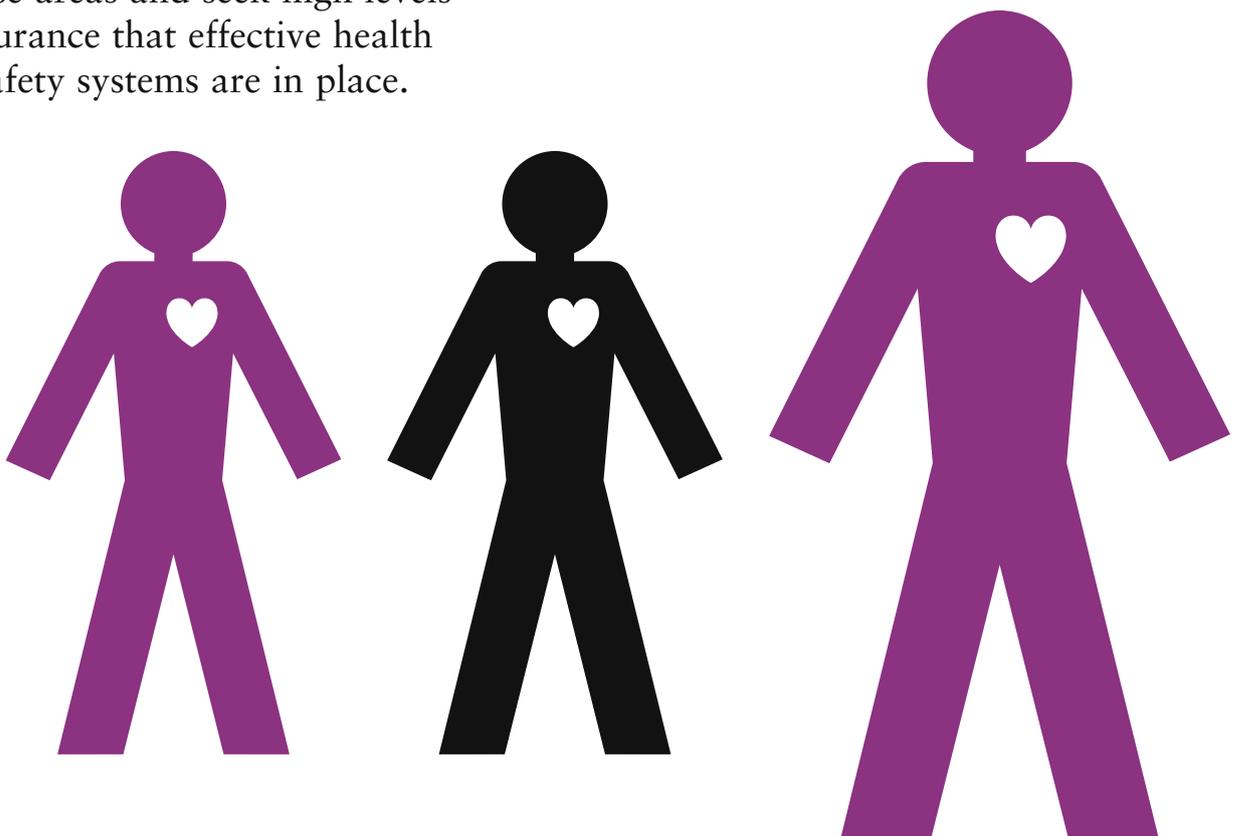
The health and safety system of Great Britain

## Improving the working environment

Even though Great Britain has a comparatively low rate of workplace injury and ill health compared to most other EU member states there is still plenty of scope for improvement. We need to encourage people in the workplace to more readily recognise the risks in their activities and understand the steps they must take to manage those risks.

Health and safety failures in high-hazard industries have the potential to cause catastrophic consequences to people and the environment. Therefore our intent is to work with those bodies that can have the greatest impact in preventing incidents in these areas and seek high levels of assurance that effective health and safety systems are in place.

Although the emphasis is on prevention, HSE and local authorities will continue pursuing enforcement action against those who put themselves and others at risk and where there is a significant breach of the law.



# Creating healthier, safer workplaces

The causes of accidents in the workplace are generally well understood and we will continue focusing on their prevention. However, this is not always the case for ill health. Some ill health is clearly work related, albeit with long latency in certain cases, while in other instances the causes are not solely work related or the seriousness may be exacerbated by non-work factors. Our intention is to concentrate on preventing work-related ill health while offering our expertise to support other programmes addressing the wider issues, for example the Government's Health, Work and Well-being agenda.

## Our strategic goals

- \\ To specifically target key health issues and to identify and work with those bodies best placed to bring about a reduction in the incidence rate and number of cases of work-related ill health.
- \\ To set priorities and, within those priorities, to identify which activities, their length and scale, deliver a significant reduction in the rate and number of deaths and accidents.

## To reduce the incidence of work-related ill health we will:

- \\ target long-latency diseases (eg cancer, asbestosis and noise-induced hearing loss) through inspection, communications initiatives, providing e-learning tools for others and engaging with stakeholders (see insight);
- \\ target sectors with significant ill health issues or high-risk activities by identifying and working with key stakeholders to improve intelligence and develop new approaches;
- \\ raise standards of occupational health in areas such as occupational asthma, dermatitis and mental health conditions that are clearly work related (such as occupational stress) by promoting good working practices including health surveillance;
- \\ review current guidance on health surveillance to enable employers and workers to be clear about what it is, how it protects health, when it is needed and who can do it;
- \\ contribute to the development of standards for occupational health providers through working with the professional bodies;
- \\ explore how we can become more effective at promoting the management of health across a range of health issues;
- \\ regulate the use of pesticides, biocides, detergents and industrial chemicals on people, the environment and consumers;
- \\ monitor the impact of pesticides on people, the environment and consumers.

## Insight

### Targeting ill health – long-latency occupational disease

Each year at least 10 000 people die as a result of past exposure to harmful substances during the course of their work, equating to about 98% of occupational-related deaths each year. The vast majority of deaths are caused by cancer and chronic obstructive pulmonary disease (COPD) due to inhalation of harmful fumes, chemicals and dusts. The latency period between exposure and onset of these diseases can be anything up to 50–60 years.

A significant element of long-latency delivery work so far has related to asbestos and during 2009/10 we will continue to build on that work. However, there are many other causes of long-latency disease (LLD), and so we are now planning further activity, working in partnership with stakeholders and suppliers to embed messages and encourage a change in behaviour among workers in targeted industries.

Priorities are those industries, activities and sectors where there are large numbers exposed to chemicals or substances we know can cause LLD or which present the highest incidence rate of LLD. Initial work has identified construction workers, stonemasons, foundry workers, welders and quarry workers as particularly at risk.

**To reduce the rate and number of deaths and accidents we will:**

- W target sectors with high incident rates such as construction, agriculture, waste and recycling through the use of focused, tailored intervention strategies (see insight);
- W target slips, trips and falls hazards as part of the examination of a dutyholder's management of health and safety. We will continue the 'Shattered Lives' campaign, promote new e-tools and work with flooring designers and specifiers;
- W seek to improve product safety by working with machinery manufacturers and suppliers (eg for specific products such as tower cranes and telehandlers) and other organisations both nationally and internationally, including HM Revenue and Customs. In relation to tower cranes we will introduce a voluntary register from October 2009 and a statutory register during 2010/11.

**To improve health and safety performance more widely we will:**

- W undertake research and evaluation to improve understanding about which types of interventions are most effective in different circumstances;
- W communicate the benefits of sensible health and safety through collaboration with influential partners and stakeholders. This work will be informed by carrying out a thorough review of HSE's stakeholder engagement activity by December 2009.

Insight

**Targeting priority areas – agriculture**

The agriculture industry has a persistently high fatal incidence rate, which is a major concern to HSE and industry stakeholders.

January 2009 saw the launch of a new farm safety campaign, 'Make the Promise. Come Home Safe'. This formed part of a refreshed activity drive by HSE to help reduce work-related farming deaths.

We are planning further activities during 2009/10 to build on the campaign's success at raising awareness. Related work will focus on HSE's farm safety and health awareness days, partnership work with machinery manufacturers and suppliers, training, seeking new opportunities with other stakeholders, and continuing to reinforce the message at, for example, agricultural shows.

# Avoiding catastrophe

The specialist industries we regulate, such as nuclear, offshore, oil, gas and biological agents, provide products and services essential to society. However, the risk is that if these industries are not properly managed, they have the potential to cause great harm to their workers, the environment and to the public. Strong leadership is essential to promote a positive safety culture, to learn and share lessons from incidents and to ensure the right systems are in place for process safety management. Our specific goals and plans on leadership are located within ‘Sharing the responsibility’.

## **Our strategic goal**

**\\ To reduce the likelihood of low frequency, high impact catastrophic incidents while ensuring that Great Britain maintains its capabilities in those industries strategically important to the country’s economy and social infrastructure.**

## ***To provide assurance that dutyholders are effectively managing and controlling risks we will:***

- \\ maintain strategic intervention plans for all nuclear and top-tier COMAH sites, offshore installations and other high-hazard establishments and conduct targeted inspection according to those plans;
- \\ increase adoption of key performance indicators by selected major hazard industries to assist in better ownership and control of risk;
- \\ promote awareness and management of the risks associated with ageing plant through completion of inspections in accordance with intervention plans and publication of new and updated guidance on the management of ageing plant;
- \\ review risk controls through delivery of the compliance and permissioning elements of intervention programmes. For example by assessing safety cases and safety reports to appropriate time and quality standards;
- \\ devise appropriate policies to take account of societal risk in land use planning, including publication of risk criteria by March 2010, and completion of pilots with volunteer local planning authorities by July 2009;
- \\ continue to progress Generic Design Assessment to provide a robust, transparent and independent assessment of designs for nuclear reactors for the UK’s next generation of new build nuclear power stations, with a view to finalising this to the Government’s timetable of June 2011;
- \\ undertake a progress review of Periodic Safety Reviews of existing nuclear sites and associated ‘as low as reasonable practicable’ improvement programmes to ensure intervention plans are changed by March 2011;
- \\ develop a single, unified regulatory framework on the use of animal and human pathogens in laboratories, which is expected to be subject to formal consultation from July to September 2009 and implemented in 2010.

**To share best practice and learn from incidents we will:**

- \\ deliver a programme of work to implement specific and generic lessons from incidents (eg from the Buncefield Major Incident Investigation Board's recommendations);
- \\ define research requirements to support future regulatory activity (eg using outcomes from the Buncefield causation study). Research will be tendered by April 2010 and completion is expected by April 2011;
- \\ in collaboration with our regulatory partners (Environment Agency and Scottish Environment Protection Agency) progress changes to the management and delivery of the Control of Major Accident Hazards (COMAH) regulatory regime with a view to implementation in 2010/11;
- \\ address some of the hazards and risks that led to the ICL Stockline explosion and building collapse through the 'Securing Safety of Bulk LPG Installations' programme and respond to the recommendations of the ICL Stockline Inquiry.

**To contribute to emerging technologies and related issues we will:**

- \\ develop and deliver a strategic approach to the effective control and management of risk in relation to the emerging energy technologies including carbon capture and storage, and carbon dioxide management hazards by April 2011 (see insight);
- \\ undertake a series of projects to assess the fire and explosion risk of nanoparticles and publish the results by April 2011;
- \\ complete a consultation exercise on low-level waste bulk quantities and changes to the Nuclear Installations (Prescribed Sites) Regulations 1983 by December 2009;
- \\ provide advice and appropriate input to the Government's strategic approach to pandemic planning.

Insight

**Emerging Energy Technologies**

The Government's energy policy and the emergence of new non-nuclear energy technologies are being driven by two long-term energy challenges facing the UK:

- \\ the need to tackle climate change by reducing carbon dioxide emissions to meet legally binding global targets;
- \\ ensuring clean and affordable energy in the face of uncertain supply.

As part of the Government's Energy Review, HSE needs to consider any new hazards associated with alternative sources of energy.

The Emerging Energy Technologies programme will set out our understanding of the hazard/risk profile and deployment of emerging technologies such as carbon capture and storage, natural gas storage, renewable energy, distributed generation and cleaner coal technology. It will also consider the effectiveness of the existing regulatory framework and the resources/skills needed by the regulator. HSE will be working in partnership with the Department of Energy and Climate Change (DECC) as well as industry and other key stakeholders. The Programme is to be conducted in two phases with Phase 1 being delivered by December 2009 and Phase 2 expected to be completed by April 2011.

# Investigations and securing justice

Investigating complaints and incidents is an important lever for improving health and safety standards. It enables us to determine causes, learn and share lessons, and ensure that necessary measures are in place to prevent recurrence. Investigation also provides the basis for enforcement action to secure justice.

When appropriate, HSE or the relevant local authority will rigorously seek justice against those who behave in a reckless way or where there has been a serious breach of duty. Enforcement holds those who break the law to account and its power as a deterrent plays an important role in delivering better health and safety.

## **Our strategic goal**

\\ **To investigate work-related accidents and ill health and take enforcement action to prevent harm and secure justice when appropriate.**

### **To improve our enforcement activities we will:**

- \\ introduce a risk-based approach to complaints investigation during 2009/10, which will enable consistent and justifiable decisions and a proportionate response;
- \\ set and progress a common standard for regulators, including local authorities, to meet the duty of section 18 of the Health and Safety at Work etc Act 1974;
- \\ review the application of the incident selection criteria during 2009/10 to ensure we are using the resources we deploy on investigation to the maximum possible impact;
- \\ continue to trial flexible warranting arrangements with local authorities as a means of exploring ways in which joint resources can better targeted (see insight);
- \\ increase learning from experience by making data on previous incidents more widely available and working with others to improve knowledge of risk management.

### **To ensure compliance with the law we will:**

- \\ investigate incidents that meet HSE's incident selection criteria;
- \\ investigate complaints that meet the agreed risk-based criteria;
- \\ take enforcement action in line with the HSE Enforcement Policy Statement and Enforcement Management Model;
- \\ provide access to bulletins containing critical health and safety information via the HSE website to ensure that information reaches relevant audiences;
- \\ encourage widespread publicity to those cases where the sentences imposed show that the courts regard them as particularly serious.

## Insight

### **Working with local authorities – WorkWell Dorset**

Our ability to work effectively with local authority partners is central to improving health and safety outcomes. WorkWell Dorset is an example of how strong local partnerships can succeed.

WorkWell Dorset is a project involving HSE and all Dorset's local authorities to improve the effectiveness and efficiency of regulatory delivery in the county. The project, which is intended to run until March 2010, will:

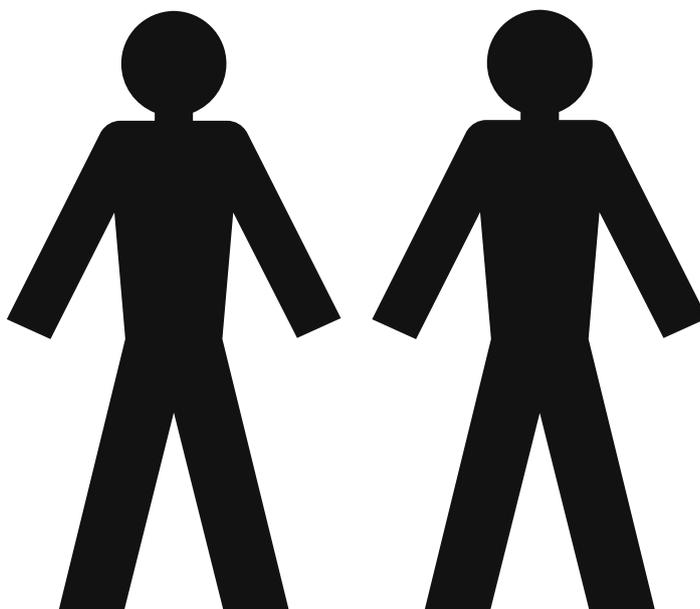
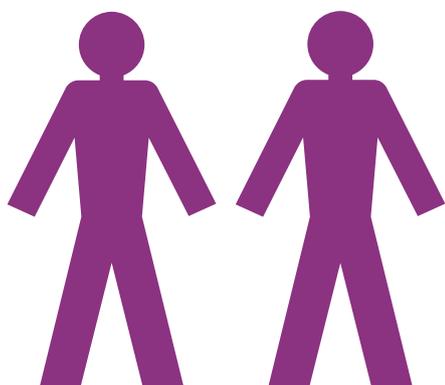
- \\ produce a detailed profile of Dorset's workplaces and dutyholders, which will better inform regulatory interventions. The project will initially consider type and size of business to enable targeting of activity, followed by more in-depth intelligence gathering to support specific proactive interventions;
- \\ integrate service delivery and training across all Dorset's regulators;
- \\ trial new ways of working such as flexible warranting which will allow HSE and local authority inspectors to work in premises not allocated to them under the Enforcing Authority Regulations. The flexible warranting arrangements will be used in a number of projects designed to explore ways in which the HSE/local authority joint resource can be better targeted to risk.

At the end of the project, processes will be in place to take forward joint investigation and joint targeting/delivery of proactive work. An important element of this will be a regulators' database to enable better sharing of expertise and improved identification and delivery of training.

## Sharing the responsibility

Employers have the prime responsibility for properly controlling the risks created by their business activities. Legally, professionally and morally there is a need for people of board-level status to champion health and safety and be held accountable for its delivery. However, to be truly effective, health and safety leadership and competence must permeate throughout the management, supervisory and workforce levels. In particular, the practical expertise of shop-floor supervisors and workers can make an immensely important contribution to safer working practices.

The need is for everyone in the health and safety system to share the responsibility and work together towards common goals. By aligning our efforts and expertise, and by making a universal commitment, we can all contribute to the delivery of an improving health and safety performance in the workplace.



# The need for strong leadership

Health and safety leadership must start at the top, but it is not exclusive to senior management. Leaders are people at all levels in the workforce who fundamentally alter the corporate ethos by making sensible health and safety ‘the way we do business around here’. Crucially, good leadership focuses on real issues while distancing itself from those instances where using health and safety is just an excuse for not doing something.

## **Our strategic goals**

- \\ **To encourage strong leadership in championing the importance of, and a common-sense approach to, health and safety in the workplace.**
- \\ **To motivate focus on the core aims of health and safety and, by doing so, to help risk makers and managers distinguish between real health and safety issues and trivial or ill-informed criticism.**

## **To provide advice, information and guidance we will:**

- \\ continue promoting and embedding the Institute of Directors (IoD)/HSE guidance *Leading health and safety at work: Leadership actions for directors and board members*, together with wider messages about leadership. Based on evidence that take-up is enhanced by personal recommendation of the guidance, we will build on current work to focus on:
  - \\ priority sectors such as manufacturing, transport, communications, hotels and catering;
  - \\ intermediaries most relevant to senior managers.

## **To improve targeting and interventions we will:**

- \\ develop our approach on leadership by implementing initiatives aimed at securing more efficient and effective engagement with large and multi-site employers using experience gained from earlier work. These initiatives will address:
  - \\ **selected large individual organisations:** working in partnership to help senior leaders effect real improvements in health and safety by allocating a senior HSE manager to be their critical advisor;
  - \\ **groups and sectors:** focusing on trade bodies of selected key industries to have agreed strategies in place by December 2009;
  - \\ **SMEs:** working with stakeholders on customised approaches to promoting leadership in SMEs (for example, projects such as ‘Estates Excellence’ referred to on page 19);
- \\ promote strong leadership during inspections and other interventions as part of the assessment of a dutyholder’s ability to manage health and safety.

**To help others take the agenda forward we will:**

- \\ work with industry to secure effective leadership and establish the necessary attributes and behaviours to promote strong and positive safety cultures;
- \\ support the development and adoption of the principles of process safety leadership within major hazards (see insight);
- \\ use the Regulatory Nuclear Interface Protocol (RNIP) and associated ways of working to underpin strategic discussions with nuclear industry safety directors and progress towards a shared HSE/industry vision for nuclear safety;
- \\ deliver the 2009/10 Safety Culture/Managing for Safety programme by March 2010.

**By undertaking and sponsoring research we will:**

- \\ evaluate the impact of the IoD/HSE guidance for directors and board members and other relevant changes, such as the introduction of corporate manslaughter/homicide legislation and the Health and Safety (Offences) Act 2008, by December 2009.

## Insight

**Process safety leadership**

To develop the leadership agenda within the onshore petrochemical sector HSE is working with the Process Safety Leadership Group (PSLG), which includes industry, regulator and trade union representation.

PSLG has agreed 'Principles of Process Safety Leadership', building on themes that emerged from the Major Hazards Conference and petrochemical stakeholder workshops held in 2008. The aim is for the principles to be launched in July 2009.

Underpinning details of the organisation and arrangements to implement these principles are needed to ensure they will be effective and supplement existing guidance developed by the Chemical Industries Association. Onshore major hazard industries will be encouraged to adopt the Principles of Process Safety Leadership and PSLG will be working to ensure they are implemented across the sector.

Through its membership of PSLG, HSE will continue to press for implementation of these principles and will review PSLG progress.

# Building competence

Effective health and safety management requires competency across all parts of an organisation and through each level of the workforce. The critical need is that directors, managers and workers alike not only understand and recognise health and safety risks, but also have the competence to manage those risks. Ensuring access to health and safety expertise is therefore an important aspect of improving health and safety. Our task is to develop clear communication pathways so that organisations and their people can easily and quickly obtain the right advice relevant to the risks within their activities.

## **Our strategic goal**

\\ To encourage an increase in competence, which will enable greater ownership and profiling of risk, thereby promoting sensible and proportionate risk management.

## **To better define what competence and competent advice is we will:**

- \\ assess by autumn 2009 what more HSE should do to help organisations judge whether they have the right competent advice and, if not, how to get it;
- \\ stimulate the development and modernisation of accreditation schemes and competence frameworks (eg a scheme for registering health and safety consultants);
- \\ contribute to the review of gas engineer competence undertaken by the Gas Safe Register as part of the implementation of the new gas safety regime;
- \\ operate and oversee statutory schemes, including recognition of the Radiation Protection Advisors approval of dosimetry services, and approval and monitoring of first aid at work training organisations.

## **Maintaining and enhancing regulator proficiency**

As a learning organisation, we recognise that we must invest in HSE's own proficiency if we are to make the impact we aspire to. As such, we will:

- \\ apply a regulatory development needs analysis (RDNA) tool to provide a more structured consistent framework to deliver continuous professional development of our inspectors in line with business needs (see insight).

## **Insight**

### **Regulatory development needs analysis (RDNA)**

The RDNA tool is a method for analysing development needs through self and manager assessment.

There is a requirement for a practical and effective means of complying with the section 18 Health and Safety at Work etc Act obligation to ensure a competent workforce in HSE. As such, in 2009/10 we will:

- \\ implement the RDNA for regulatory specialists during 2009/10 and work on developing it for discipline specialists with a view to having it available by the end of 2009;
- \\ launch the Guidance for Regulators – Information Point (GRIP). This contains details of development solutions against each of the skills and knowledge areas in the RDNA tool. It includes website links, recommended reading, operational instructions, courses etc.

This work will enable us to identify the development needs of regulators in line with a common benchmark focused by our business plans. For staff, the benefits will include development activities that link to plans and are targeted at real and relevant needs. For employers, as both HSE and local authorities will apply the tool, a major benefit will be consistency from health and safety regulators, which is a key principle in the HSE Enforcement Policy Statement, the Regulators' Compliance Code and Better Regulation principles.

# Involving the workforce

Active involvement of the workforce in the health and safety process along with establishing a shared perspective between management and employees on health and safety issues are fundamental to achieving healthier and safer working practices. Research supports this by providing good evidence that worker involvement, unionised workplaces and workplaces with health and safety representatives are often healthier and safer places to be. One of the challenges facing HSE is therefore to encourage greater worker involvement. The aim is that operational practices and health and safety risk management are aligned for the benefit of all and with the co-operation of everyone.

## **Our strategic goal**

\\ **To reinforce the promotion of worker involvement and consultation in health and safety matters throughout unionised and non-unionised workplaces of all sizes.**

## **To provide advice, information and guidance we will:**

- \\ promote worker involvement guidance and tools to employers, trade unions and health and safety representatives;
- \\ build on existing projects to establish the effective involvement of the workforce in health and safety issues, for example in managing noise and hand-arm vibration syndrome (HAVS). Activities will include preparing toolkits for safety and other employee representatives to use on site.

## **To undertake specific interventions we will:**

- \\ continue addressing worker involvement during inspection and investigations as part of the assessment of dutyholders' ability to manage health and safety, for example through the use of the worker engagement tool.

## **To help others to take the agenda forward we will:**

- \\ start a two-year project to promote a longer-term integrated approach to worker involvement to improve the co-operative approach to health and safety management (see insight);
- \\ improve the effectiveness of worker involvement in contributing to major accident risk control in the offshore sector via the Workforce Involvement Group. This will include continuing workforce involvement workshops and the publication in July 2009 of a review of progress in involving the workforce in contributing to improved control of major accident risks.

## **Insight**

### **Promoting worker involvement**

We know from our own survey evidence that high levels of employee consultation are associated with lower levels of injuries, near misses, stress and symptoms of musculoskeletal disorders (MSDs).

Based on this evidence, HSE is looking to promote the involvement of workers in the management of health and safety through an integrated approach incorporating:

- \\ a campaign linked to the wider 'leadership' theme to emphasise the place of worker engagement, involvement and the benefits of a co-operative approach;
- \\ training to provide health and safety representatives with the necessary soft skills and competences to overcome health and safety problems jointly with managers;
- \\ the development and part-funding of a training scheme for health and safety representatives, particularly in non-unionised workplaces;
- \\ piloting and evaluating joint first line manager and health and safety representative training to investigate whether the initiative improved competence and co-operative approaches.

The aim of our approach is that it will improve co-operative health and safety management and increase the number of businesses with good worker involvement and through this contribute to the wider aim of reducing work-related ill health and injury.

# Transforming the approach

Health and safety does not and cannot exist in a vacuum. As such, when setting the priorities for our 2009/10 plan we acknowledged the need to take account of other issues that will impact on or overlap with it. We recognise that we must respond to wider concerns where it is appropriate to do so. Similarly, we accept that we must find the right balance to ensure the smooth interaction between health and safety and other laws, and between HSE and other regulators.

Health and safety is integral to the Government's overall strategy for business regulation and so our activities have a role to play in enabling businesses of all sizes and in every sector to function effectively.



# Customising support for SMEs

SMEs make an important contribution to Great Britain's economic output, and yet they also account for a considerable number of health and safety incidents reported each year.

Working with local authorities and with SMEs, our aim is to improve the guidance and support we provide to SMEs to help them comply with their obligations in a manner proportionate to the risks posed by their activities. We will also conduct research to clarify how best to communicate, which media is most appropriate, and what trade associations or forums can contribute.

## **Our strategic goal**

\\ To adapt and customise approaches to help the increasing numbers of SMEs in different sectors comply with their health and safety obligations.

## **To provide advice, information and guidance we will:**

- \\ review and customise our guidance for SMEs (see insight);
- \\ consider how we can provide access to the information and guidance HSE provides without charge over the Internet by September 2009;
- \\ seek to improve and introduce consistent ways in which customers and dutyholders contact HSE;
- \\ consult with the Small Business Trade Association Forum on policy proposals arising from the new HSE strategy and continue working to ensure that HSE takes full account of small business needs when developing new initiatives and guidance;
- \\ support the further development of the Welsh Assembly Government Programme, Workboost Wales, to provide advice, particularly in relation to the health and well-being, to businesses in Wales.

## **Insight**

### **Support for SMEs in construction**

Construction is a priority sector for improving health and safety performance and an ongoing target for HSE activities.

Some of the key initiatives HSE will undertake in 2009/10 are:

- \\ customising guidance for SMEs on topics such as roof work, manual handling, welfare facilities and the Construction (Design and Management) Regulations 2007. This will be supported by placing appropriate weblinks on other regulators' websites (eg planning portal) to direct users, especially SMEs, to appropriate guidance on construction;
- \\ linking with our work on leadership and competence, visit construction companies to discuss their plans for ensuring a competent workforce and demonstrating director leadership as they emerge from the economic downturn;
- \\ promoting and providing organisational support for the 'Working Well Together' initiative – the initiative aims to improve health and safety in the construction industry, particularly in small and micro businesses, through provision of a nationwide network of groups where members can support each other and share good practice throughout the industry, and through staging events where at least half the people invited will be from small or micro businesses.
- \\ within Scotland, participating in a significant partnership project to deliver the 'Health risks at work – Do you know yours?' toolkit to SMEs. This is a collaboration project between a number of organisations including HSE, the Royal Society for the Prevention of Accidents (RoSPA), the Scottish Centre for Healthy Working Lives and the Scottish Chamber of Safety. RoSPA Scotland has been involved in the design and development and will be part of the delivery mechanism.

**To undertake interventions we will:**

- W facilitate and participate in partnership projects which focus on supporting and working with SMEs. An example of this is the pilot 'Estates Excellence' project in the south-east, which is a joint initiative with key stakeholders including large employers, insurance companies, South-East TUC and local business representatives to provide targeted training and support to SMEs in high-risk areas;
- W target SMEs through apprentices/trainees attending training courses to improve risk control, including the specific needs of young workers (see insight).

## Insight

**Targeting SMEs through apprentices and trainees**

We recognise the need to find new ways to help SMEs manage their risks and will adopt innovative approaches to do this.

One such plan is to develop a targeted approach to SMEs in the south-east of England through their apprentices and trainees attending training organised via the Learning Skills Council (LSC) and its providers. This aims to improve risk control through agreed action plans with dutyholders that address the specific needs of young workers.

# Taking a wider perspective

From a regulatory perspective, health and safety is just one part of business regulation. As such, HSE works with the Government in pursuit of its Better Regulation agenda and also works with the EU and other partners and regulators in enabling effective management of health and safety issues.

## **Our strategic goal**

\\ To take account of wider issues that impact on health and safety as part of the continuing drive to improve Great Britain's health and safety performance.

## **To support the Government's wider agenda we will:**

- \\ undertake research and engage with relevant stakeholders within the training and education sector to identify appropriate mechanisms and tools to raise awareness and understanding of risk among young people;
- \\ contribute to the Government's Better Regulation agenda by means of our Simplification Plan. This includes improving the regulation of pesticides, biocides and detergents and also, following the formation of the Chemicals Regulation Directorate on 1 April 2009, the Registration, Evaluation, Authorisation and Restriction of Chemicals (REACH) (see insight);
- \\ contribute to the Government's Health, Work and Well-being agenda;
- \\ continue the work involved in the assessment of new nuclear power station designs through Generic Design Assessment with a view to finalising this to the Government's timetable of June 2011;
- \\ bring about the creation of the Nuclear Statutory Corporation in April 2010 (see insight);
- \\ contribute to the achievement of healthier and more sustainable local communities by working with local authorities;
- \\ provide input to the Cabinet Office Civil Contingencies Secretariat for the national risk register.

## Insight

### **Changes to chemicals regulation**

The Chemicals Regulation Directorate (CRD) was formed on 1 April 2009 to bring together the various chemical regulatory schemes delivered by HSE with the purpose of delivering greater operational flexibility in chemicals regulation. The new directorate will help maintain the UK critical mass of expertise in regulatory specialisms, improve consistency of approach and provide a better regulatory service.

The work to realise the benefits of this merger will now begin. In particular, CRD will deliver:

- \\ a joined-up approach to the regulation of pesticides, biocides, detergents and industrial chemicals;
- \\ a single point of contact for stakeholders to deal with;
- \\ improved efficiency with flexible deployment of resources and integrated systems and processes;
- \\ greater consistency in risk assessment and the evaluation of chemicals and related advice;
- \\ protection of the critical mass of expertise in chemical regulatory specialisms.

## Insight

### **Changes to HSE's Nuclear Directorate**

In response to the review of the UK's nuclear safety regulatory regime carried out in 2008, the Government has decided to establish HSE's Nuclear Directorate as a statutory corporation under the auspices of HSE.

The new body will continue to incorporate the Office for Civil Nuclear Security and the UK Safeguards Office. It will facilitate a more sustainable approach to regulating nuclear safety and security in a rapidly changing global nuclear environment and also benefit the recruitment of high calibre staff in a highly competitive market for specialised skills.

The initial scoping and planning of the work streams and programmes began in 2008/09. Delivery of the work will be undertaken during this year with a view to bringing the statutory corporation into being from 1 April 2010.

***To influence the EU on health and safety issues we will:***

- W deliver HSE's international engagement strategy, taking account of the Government's broader policies. We envisage engaging more efficiently and effectively with the new European Parliament and improving the presentation of the UK's interests to the international community.

***In working with other regulators we will:***

- W better align nuclear regulation and delivery plans through joint working between HSE, the Scottish Environmental Protection Agency and the Environment Agency as part of a new strategic planning group to be established by June 2009;
- W renew our joint commitment to working with local authorities and publicise partnership governance arrangements by autumn 2009;
- W carry out joint HSE/local authority inspections;
- W work with other regulators, including those of the devolved administrations, to identify and work towards common goals, avoid duplication of effort and any confusion about regulatory responsibilities among employers;
- W encourage local authorities, through the Local Authority Construction Engagement (LACE) project, to ensure that clients and designers of construction projects are aware of their duties via the planning and building control process.

## Enabling delivery

Our corporate support functions underpin all we do. These include science, communications and resource management. We conduct research to better understand the needs of the health and safety community. We use targeted campaigns to communicate key messages. And we continually evaluate our activities to measure their effectiveness and efficiency in achieving the desired results.

The quality of our people, the precision of our sciences and the effectiveness of our communications all contribute to helping organisations throughout Great Britain adhere to the central tenet that those who create risk are best placed to manage it.



# Using science

Our scientists, engineers and analysts play a pivotal role in establishing the evidence base that enables the development and delivery of HSE's goals. Operating reactively, forensic science is often at the heart of understanding incidents and so provides support to investigations, enforcement actions and those organisations in need of expert assistance.

Specific science and research activities incorporated throughout this plan support the delivery of our objectives and the goals defined in HSE's strategy.

## **Our goal**

**\ To help deliver HSE's strategy by undertaking forensic investigation, research and analysis.**

### ***To provide scientific support we will:***

- \ undertake research, publish reports and provide advice using science and engineering specialisms, epidemiology, statistics, social science and economics;
- \ provide forensic and specialist support to front-line investigations and inspections;
- \ publish annual statistics and assessment of progress towards targets in November 2009;
- \ complete impact assessments for major policy developments, programmes and significant health and safety initiatives;
- \ conduct horizon-scanning work to anticipate, identify and prepare for issues that could affect our operations or reputation and make the results available on our website.

Details of HSE's work on science and research are included within the Science Plan.

# Using communications

Communicating risk associated with occupational health and safety can be complex and challenging. There is a very wide choice of media at our disposal and the desired outcomes can vary from the extremes of encouraging behavioural changes through to promoting sensible health and safety. Whatever the objective, the key is to target appropriate messages to the relevant audience in a way that stimulates the desired response.

In relation to internal communications, HSE must ensure that staff at all levels are engaged, understand, and are fully focused on HSE's priorities and the part they play in implementing them.

## **Our goal**

**\ To help deliver HSE's strategy by raising awareness, promoting sensible health and safety, and running specific campaigns and communication events.**

### ***To ensure we communicate the benefits of sensible health and safety we will:***

- \ deliver innovative communication campaigns focused on strategic areas, using new media where applicable, as detailed in HSE's Communications Plan;
- \ undertake proactive public relations to support work in strategic areas;
- \ continue to take a strategic approach in working with partners in the delivery of messages.

### ***To promote and protect HSE's reputation and the brand of sensible health and safety we will:***

- \ implement our new reputation management strategy to rebut ill-informed criticism;
- \ undertake media tracking at national and regional levels to monitor the perception of HSE and its messages and monitor the effectiveness of the reputation management strategy;
- \ collate and analyse data on complaints against HSE to improve our performance.

### ***To ensure our staff understand how they and their colleagues contribute to the delivery of HSE's objectives we will:***

- \ revise and update HSE's intranet based on staff feedback;
- \ continue the programme of regular presentations and questions and answers in all our offices by members of the senior management team;
- \ participate in the Cabinet Office staff survey and action any areas identified for improvement.

Further details on this are in our Communications Plan.

# Developing our people

People are a key resource. Our focus is on ensuring that HSE has clear and effective leadership, a planned and diverse workforce, and staff with skills appropriate to their role. Central to this are ongoing recruitment activities to maintain the quality and quantity of front-line staff. In particular we are trialling innovative methods to recruit specialist inspectors with the expertise to operate in areas such as nuclear, electrical, mines and wells.

## **Our goal**

**\\ To support and develop our staff to provide a flexible and effective resource to deliver HSE's goals.**

### ***To ensure we have the right people in the right place with the right skills at the right time we will:***

- \\ further develop and deliver our People Strategy by summer 2009;
- \\ deliver an improved leadership, management and personal skills development programme for our staff tailored to HSE's need and to meet Professional Skills for Government requirements by December 2009;
- \\ produce a single HSE equality scheme by April 2010;
- \\ continue to recruit in line with our Workforce Plan and build on the developments to date;
- \\ develop a more collaborative organisation that routinely shares knowledge, best practice and successes through the delivery of HSE's 'Better ... together' programme.

### ***To ensure the health and safety of our staff we will:***

- \\ continue to improve attendance management across HSE to reduce sickness absence;
- \\ continue to improve the arrangements for managing the health and safety of our staff as set out in our 2009/10 Corporate Health and Safety Plan.

## **Maintaining operational capability**

HSE will ensure that it has the operational capability to deliver its planned outcomes. We will continue to:

- \\ maintain the number of front-line inspectors, including a revised strategy of annual recruitment in October each year;
- \\ recruit nuclear inspectors to Bootle HQ or new satellite offices in Cheltenham and London;
- \\ recruit a wide range of specialist inspectors;
- \\ recruit staff with a range of specialist and administrative skills in Bootle HQ to replace leavers from our London HQ.

# Making efficient use of resources

HSE will continue to make best use of its resources to bring about improvements in Great Britain's health and safety performance. Throughout, we prioritise our activities in line with available resources to achieve a balance focused on meeting the targets and deliverables outlined in our plan.

HSE will continue to identify and secure efficiencies throughout its operations. We plan to achieve at least 3% net cash releasing savings and 2% productivity gains per year over the SR2007 period. As well as improving operational productivity, we will continue to identify and secure improvements in our overheads, including corporate support, IT, and estates management.

## **Our goal**

**\ \ To use our resources efficiently, maximise our potential to affect positive change in the health and safety system, and live within the budget we have agreed with the Government.**

## **To improve efficiency we will:**

- \ \ complete our move from a split-site HQ in London and Bootle to a single HQ based in Bootle while retaining our operational divisions in London and a small Westminster office. This will improve communication, collaboration and reduce estate costs;
- \ \ develop and refine the information obtained from our new work recording system to improve personal and organisational resource allocation;
- \ \ carry out process improvement reviews focused on some of our key corporate services, including payroll, learning and development, contract management and invoice processing and payment. These reviews are aimed at speeding and simplifying service delivery and enabling us to live within our means;
- \ \ aim to increase operational productivity by evaluating the lessons from the extensive operational trials designed to look at the way proactive and reactive work is managed in field teams;
- \ \ progress a major retender of HSE's ICT services ensuring that ICT supports efficient and effective delivery of the business. The decision on whether to adopt a competitive or collaborative approach will be made by end of September 2009;
- \ \ develop output-based requirements for core agreements with the Health and Safety Laboratory.

### Financial considerations

HSE's financial strategy in the SR2007 period includes maintaining funding in real terms for front-line operational activities, maintaining or where possible increasing front-line staffing, and continuing to make further efficiencies in overhead costs and support functions as described.

HSE's gross expenditure in 2009/10 is planned to be £331 million.

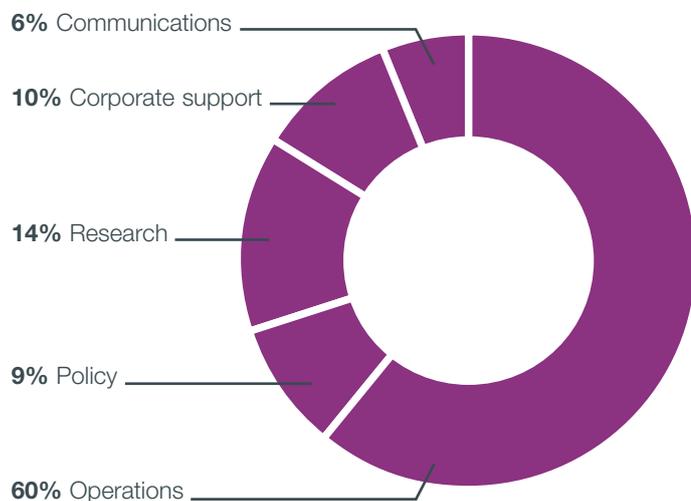
	2008/09 Provisional outturn £'million	2009/10 Budget £'million
Administration expenditure*	237	<b>260</b>
Programme expenditure	67	<b>71</b>
Total gross expenditure	304	<b>331</b>
Income†	(85)	<b>(96)</b>
Net resource	219	<b>235</b>

\* Within government accounting, expenditure is classified as either 'administration' or 'programme'. Administration expenditure covers the cost of HSE's staff and the services necessary to support them like IT and accommodation. HSE's staff are the main means of delivering its functions.

† HSE charges for a wide range of services – mostly of a permissioning nature. Most fees and charges are set out in the Health and Safety (Fees) Regulations and are reviewed annually with the aim of recovering the full cost of providing these services.

### Gross expenditure allocation 2009/10

The figure below shows expenditure with overhead costs (estates, IS/IT, training etc) apportioned to the directorates that drive the spend.

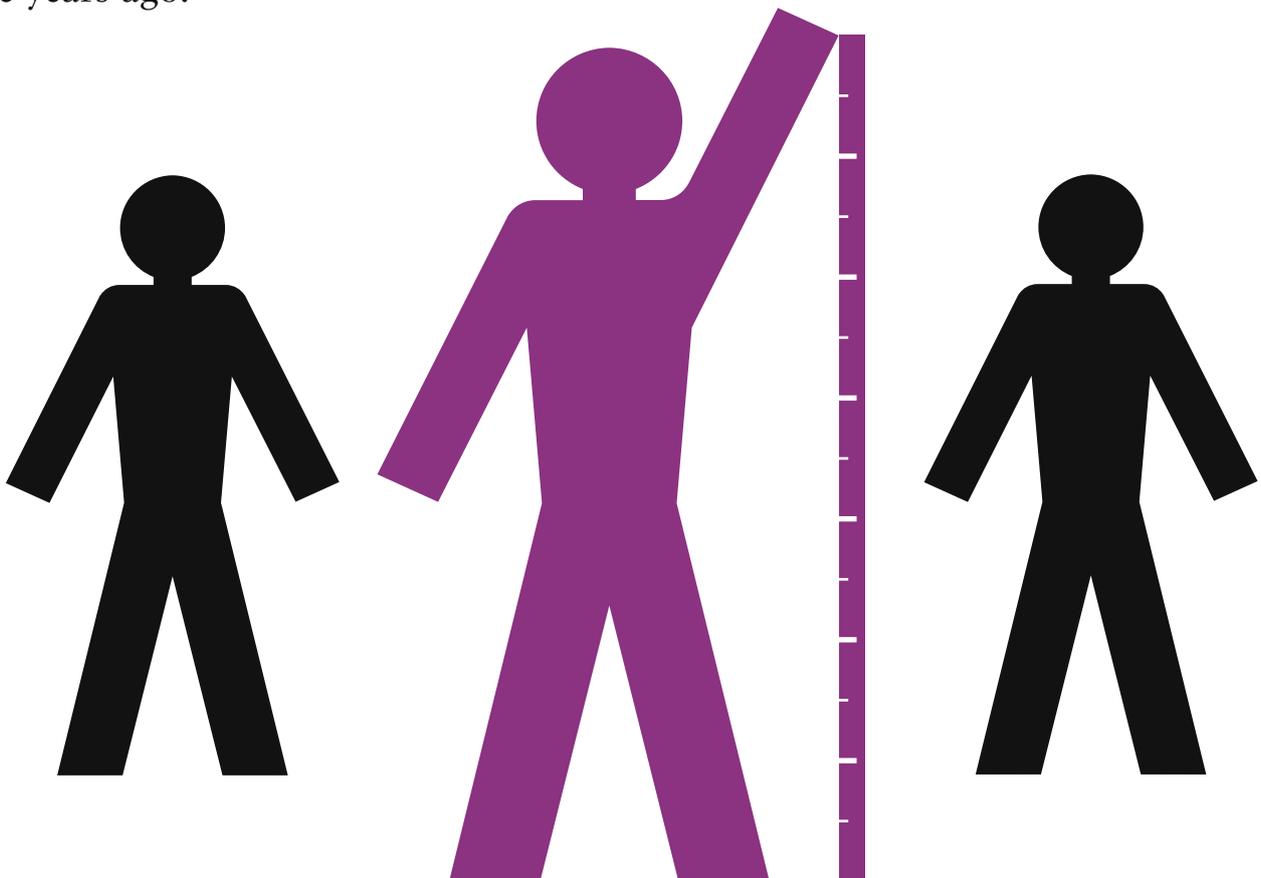


# Performance measures and targets

Targets and performance measures are important for any organisation. In business, the bottom line tends to be financial. For HSE it's all about improving health and safety outcomes.

Health and safety performance guided the thinking behind our new strategy. Equally, it will ultimately define the success of that strategy in improving health and safety as we move forward.

The fundamental measure of health and safety performance is whether the number of deaths, injuries and incidences of ill health in Great Britain's workplace is reducing. We know that Great Britain has one of the best health and safety records in the world. However, we also know that current figures indicate the combined incidence of injury and ill health in Great Britain is much the same now as it was five years ago.



# Measuring performance

We are committed to continuously assessing and seeking to drive improvements in our performance. Our monitoring therefore not only looks back in its performance measures, but also looks forward to identify any risks in planned activities that may compromise our potential to achieve. For this purpose we maintain our Corporate Risk Management Plan, which identifies risks to delivery of HSE's objectives, the management controls that are planned or in place and the sources of assurance that the controls are and will continue to be effective.

Our performance measures relating to each of the areas of the plan are detailed below. Where appropriate, we are seeking to develop leading indicators in each area. More generally, we will be seeking to explore how we can improve the accuracy and quality of the data that is used to report the incidence of work-related injuries and ill health.

## ***Improving the working environment:***

- \\ annual statistics to measure progress on occupational health and safety targets published every November;
- \\ quarterly in-year occupational health and safety performance data;
- \\ progress against planned milestones in programmes and projects;
- \\ quarterly statistics to measure progress on major hazards targets;
- \\ safety cases and permissioning outputs to time and quality performance standards;
- \\ investigation of RIDDOR incidents meeting the selection criteria and complaints to defined measures;
- \\ compliance with Enforcement Policy through audit and review activity.

## ***Sharing the responsibility:***

HSE is developing performance measures in this area.

## ***Transforming the approach:***

- \\ respond to Parliamentary questions and official correspondence to the timescales set by ministers;
- \\ measure progress against planned milestones;
- \\ discharge 95% of FOI requests within the 20-day time limit and provide monitoring via quarterly statistics.

## ***Enabling delivery:***

- \\ performance against the science plan to time, cost and quality requirements;
- \\ outcomes from peer review of commissioned research (the research will be published subject to commercial and security considerations);
- \\ publishing plans, accounts, reports, outcomes of consultations and health and safety statistics to time and set standards;
- \\ progress against the efficiency and workforce plans;
- \\ the health and safety of our staff including sickness absence targets;
- \\ reputational measures including:
  - \\ measuring the profile and approval rating of HSE and its messages among its stakeholder and specific and general target audiences;
  - \\ media tracking to measure percentage of positive messages;
  - \\ improved confidence ratings among members of parliament, and feedback from our corporate stakeholders;
  - \\ tracking and dealing with complaints against HSE.

# Targets

HSE has a number of targets against which we monitor performance. We report progress against these indicators in November each year.

## **Revitalising Health and Safety**

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

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

## **Departmental Strategic Objective**

From April 2008 HSE has worked to deliver one of DWP's Departmental Strategic Objectives (DSO3), which is to:

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

Health and safety performance and the impact of our interventions is better measured over the longer term and progress on DSO3 will be judged in terms of direction of travel in the indicators.

For occupational health and safety, progress is measured against a 1999/2000 baseline for the achievement of sustained improvement in:

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

For major hazards, progress is measured against a 2001/02 baseline for the achievement of sustained improvement in:

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

For more information about the Health and Safety Executive, visit our website at [www.hse.gov.uk](http://www.hse.gov.uk).

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