



The Health and Safety Executive
» Business Plan 2010/11





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I have great pleasure in presenting HSE's Business Plan for 2010/11. It sets out the main actions which HSE will take to progress the strategy, *The Health and Safety of Great Britain // Be part of the solution*,¹ launched in June 2009. It also outlines the work we will do to support others in our shared mission to prevent death, injury and ill health to those at work or those affected by work activities.

I consider the latter point to be particularly important. While led by HSE and coordinated with our local authority partners, the strategy is for Great Britain's health and safety system as a whole. Its success relies on everyone playing their part and I have been greatly encouraged by the commitment to the strategy that many leading private sector companies and public bodies have made.

The statistics² indicate that Britain became a healthier and safer place to work last year, with a significant reduction in the number of people killed, injured or suffering work-related ill health. While it is encouraging to see these improvements, the number of people who are harmed in workplaces every year still represents a major challenge to us all as well as a huge cost. Protecting people from harm caused by work is a business imperative in any economic climate.

1. <http://www.hse.gov.uk/strategy/index.htm>

2. <http://www.hse.gov.uk/statistics/index.htm>

As we move towards recovery and increased activity in some economic sectors, we face new hurdles if we are to maintain last year's rate of improvement. History tells us that as we move back into economic growth the rate of work-related injuries tends to increase. Preventing history repeating itself is a challenge facing everyone with a stake in health and safety in the workplace – regulators, employers and employees alike.

For our part, HSE will target its finite resources to sustain and, where possible, accelerate long-term improvement in health and safety outcomes. Our focus, along with local authority co-regulators, will be to promote sensible and proportionate management of significant work-related health and safety risks. We will continue to ensure that those who deliberately flout their health and safety responsibilities are held to account before the law.

This plan reaffirms HSE's determination to gain widespread commitment and recognition of what real health and safety is about, to strengthen our capability in contributing to improving health and safety outcomes, and to improve further our efficiency and value for money for the taxpayer.

This is our commitment to lead the health and safety system as a whole. My challenge to you is to show leadership in your own organisation and work with us to be part of the solution.

Judith Hackitt CBE » HSE Chair

Our mission

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



Last year the strategy reset the direction for the health and safety system. We began the process of identifying what we, local authorities and others can and should be doing to achieve the strategic goals. Therefore, over 2009/10 the Board of HSE has given priority to reviewing and reassessing what HSE is doing to play its part in achieving these goals. This plan takes us a step further in realigning our activities to focus on the priorities that will make the most difference, and to harness the energies of organisations across the economy who have publicly declared their commitment to the goals by signing the pledge.

A considerable proportion of our finite resources will continue to be devoted to those activities HSE can carry out as the only national regulator. We will continue to investigate incidents that have caused or have the potential to cause serious harm to people, to investigate complaints from the public and others and to use HSE's enforcement and prosecution powers robustly where circumstances warrant. We will also continue with a targeted programme of prevention through inspection, assessment of safety cases, campaigns and specific information and guidance.

HSE will place greater emphasis on how we will influence, motivate, and support employers and employees to demonstrate effective leadership, improve competence through access to sound advice, guidance, training and qualifications, and to promote the benefits of employers and workers working together to manage health and safety sensibly. An effective system requires many other players and activities to manage risk and prevent harm. We recognise others will often be better placed than HSE to lead on some aspects of the agenda and we will forge more partnerships with those stakeholders we know can genuinely be effective in bringing about behavioural change and improvements in health and safety outcomes.

Central to the delivery of our plan is the commitment HSE and local authority representative bodies have made to the continued development of our partnership. We will continue to make support available to local authorities and we will also be alert to the feedback and intelligence their inspectors provide.

Further details about the strategy, HSE and our work can be found at www.hse.gov.uk/

Departmental Strategic Objective

HSE will continue to work towards a Departmental Strategic Objective (DSO) of the Department for Work and Pensions, DSO 3, 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 is best measured over the longer term. Progress against DSO 3 will be judged in terms of the direction of travel in the indicators.

For **occupational health and safety**, to achieve a sustained improvement in the incidence rate of:

- » fatal and major injuries from a 1999/00 baseline; and
- » work-related ill health from a 2001/02 baseline.

Progress to date is shown in Figures 1 and 2:

Figure 2
Ill-health incidence per 100 000 workers

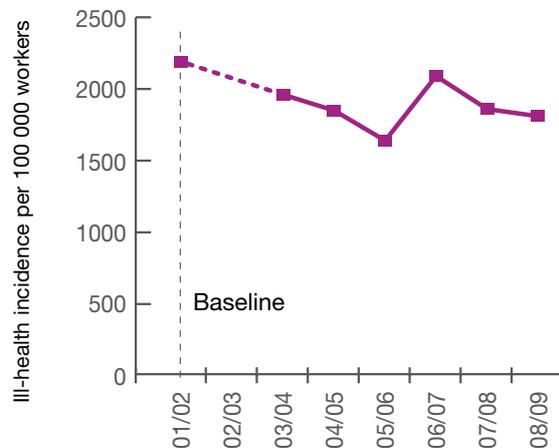
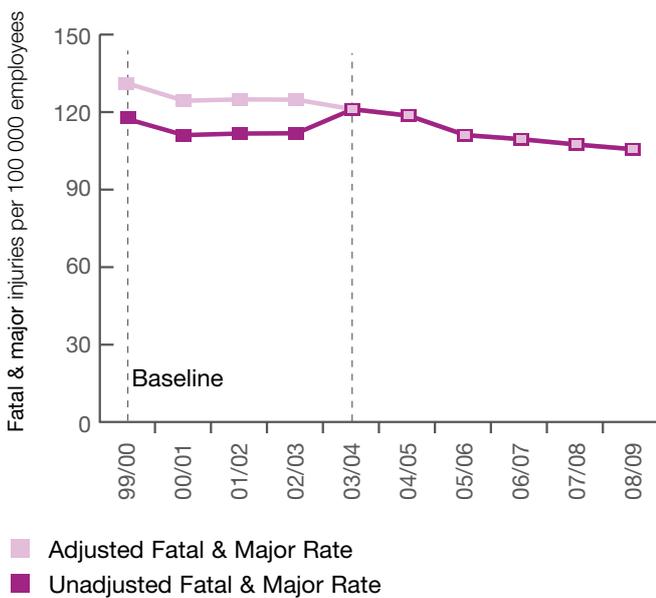


Figure 1³
Fatal & major injuries per 100 000 employees



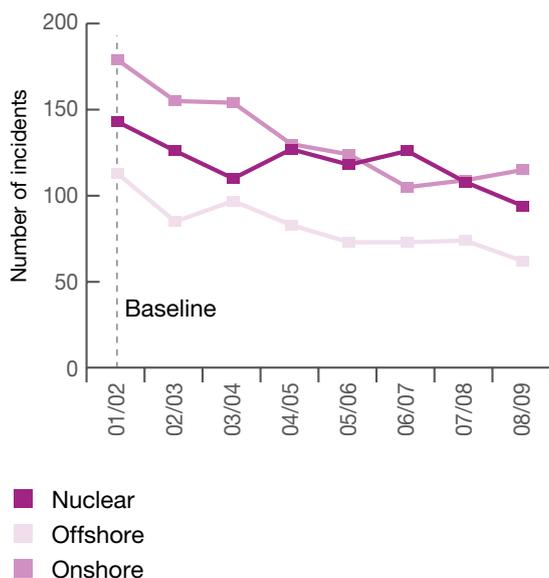
3. Research indicates that the rise in major injuries that took place in 2003/04 resulted from a change in recording systems. Work has been undertaken to quantify this effect and produce an adjusted time series which is shown in this figure.

For **major hazards**, from a 2001/02 baseline to achieve a sustained improvement in the number of:

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

Progress to date is shown in Figure 3:

Figure 3
Number of incidents



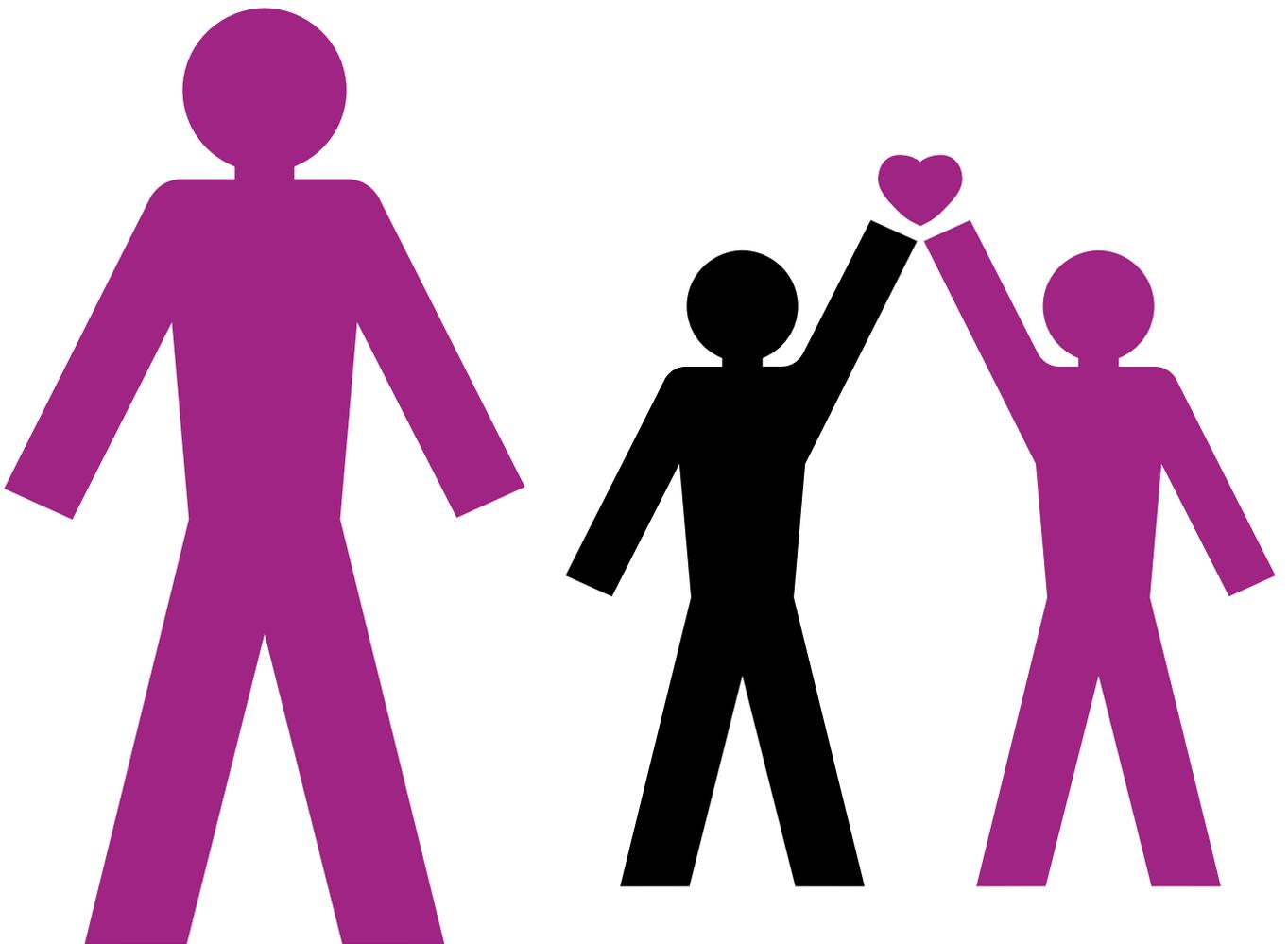
Revitalising Health and Safety (RHS)

The RHS Strategy Statement launched in June 2000 set three national outcome targets for the health and safety system as a whole for improving health and safety performance. By 2010 to reduce the:

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

The overall formal assessment of progress against the RHS measures will be carried out using the 2009/10 statistics – with the assessment being reported initially in autumn 2010 and using finalised figures in autumn 2011.

To ensure that the RHS targets continue to align fully with the DSO 3 indicators, HSE will extrapolate the numerical targets for injuries and ill-health incidence for a further year. From the baseline of 2000 to March 2011, this results in targets of 11% reduction in injuries, and 22% reduction in ill-health incidence representing an equivalent degree of challenge posed by the existing targets. The Working Days Lost target will not be carried forward into 2010/11 as it has already been dropped as a directional indicator for the DSO.



Great Britain has a relatively low rate of workplace injury and ill health compared to most European Union (EU) member states – but there is still considerable scope for improvement. We need to encourage people to recognise the real risks in their workplace activities and understand the steps they must take to manage those risks. We will focus on those that significantly contribute to current occurrences of fatalities, injuries and work-related ill health.

Health and safety failures particularly in high-hazard industries have the potential to cause catastrophic consequences for people and the environment. Our intention is to work with those bodies which have the potential for greatest impact in these industries and seek high levels of assurance that effective health and safety systems are in place.

The emphasis of our work is on prevention, but HSE and local authorities will continue to rigorously pursue enforcement action against those who put themselves and others at risk, and where there is a serious breach of the law.

Creating healthier, safer workplaces

Strategy 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 improve health and safety outcomes in Great Britain we are prioritising our resources to address those occupations, sectors and hazards where the risks of ill health, injury or death are highest.

HSE's aim is to engage with relevant stakeholders in the health and safety system generally and in particular sectors, to stimulate improvement through the efforts of those best placed to influence change.

Our objectives to progress this aim are:

Objective 1:

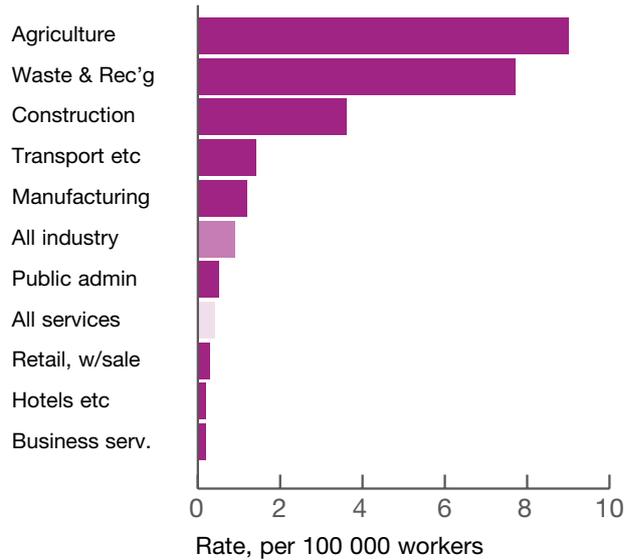
To identify and prioritise significant health and safety problem areas for workers and those affected by work activities.

To progress this objective, HSE will:

Identify priority sectors which make significant contributions to fatal and major injuries. The industries of agriculture, construction and waste and recycling consistently have above average fatal and major injury rates (see Figures 4 and 5). While our particular focus will be on these sectors, we will also give priority to the transport, manufacturing and public sectors.

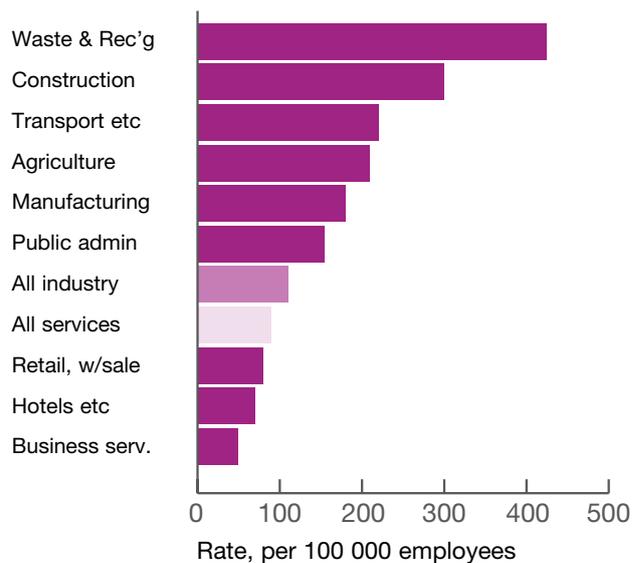
- » Around 420 000 people work in **agriculture** – representing about 1.4% of the workforce in Great Britain. Despite this, the sector is responsible for between 15% and 20% of fatalities to workers each year. The key causes of farm deaths have remained unchanged in the period 2004–2009, notably transport, falls from height, being struck by moving or falling objects (including machinery) and livestock.
- » Approximately 2.2 million people work in Britain’s **construction industry**, making it the country’s biggest industry. Although the record of the UK construction industry compares well with other countries, the fatal accident rate remains over four times the average for all industries and remains the largest contributor to worker fatalities of any sector. The fragmented and peripatetic nature of the sector, together with a shortage of skills and casualisation, present significant challenges to both industry and regulator.
- » It is estimated that around 200 000 workers are employed in the **waste and recycling industry**. The waste industry reports around 4300 accidents each year with an overall accident rate of around 2000 per 100 000 workers. Handling incidents or being struck by a refuse collection vehicle or car are the most common workplace transport accidents.

Figure 4
Fatal injury rates to workers, average 04/05–08/09



Source: RIDDOR⁴

Figure 5
Major injury rates to employees, average 04/05–08/09



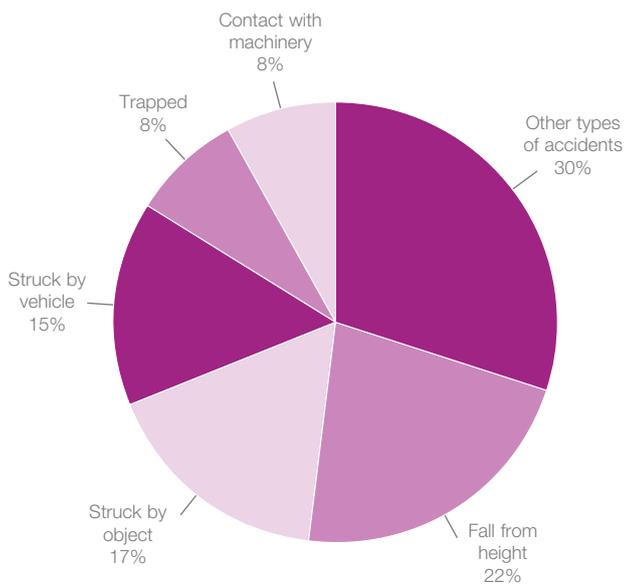
Source: RIDDOR⁴

4. RIDDOR – The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995. There is more complete reporting of fatal injuries to workers (employees and self-employed combined). Non-fatal injuries to employees only are shown, due to the very low level of self-employed reports made.

Identify the key causes of fatal and major injuries.

Despite a sustained long-term reduction in fatalities at work, falls from height remain one of the most common causes, accounting for 22% of all fatalities when averaged over the past five years, and **workplace transport** fatalities continue to be high with 15% caused by being struck by vehicles (see Figure 6). Hazards such as **slips, trips and falls from height** cause more than half of all major injuries (see Figure 7).

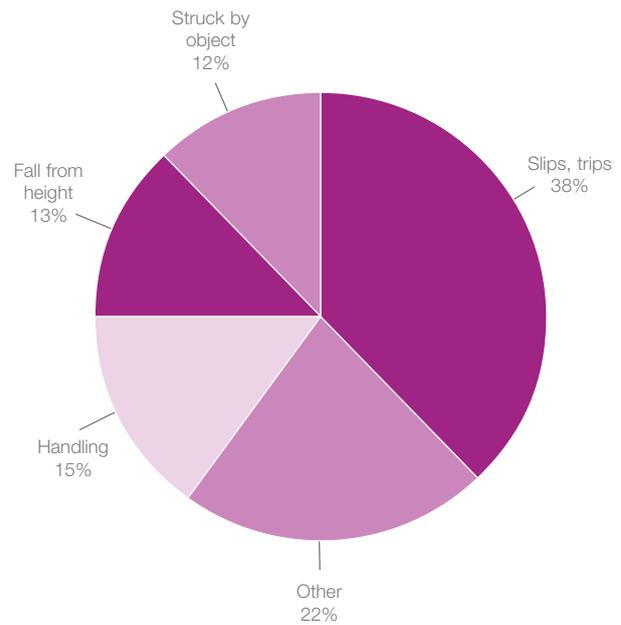
Figure 6
Main type of fatal injury to workers 04/05–08/09



Source: RIDDOR⁵

5. RIDDOR – The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995. There is more complete reporting of fatal injuries to workers (employees and self-employed combined). Non-fatal injuries to employees only are shown, due to the very low level of self-employed reports made.

Figure 7
Main type of major injury to employees, average 04/05–08/09



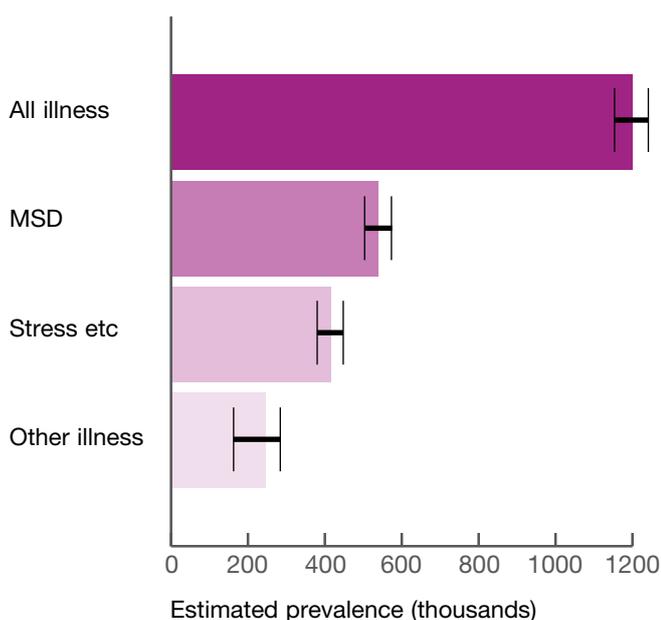
Source: RIDDOR⁵

Identify the key causes of current work-related ill health.

Latest results from the Labour Force Survey (LFS) indicate that in 2008/09 an estimated 1.2 million people who had worked in the last 12 months suffered from ill health (see Figure 8) which they thought was work-related. In particular:

- » **Musculoskeletal disorders** (MSDs) which are consistently the most commonly reported type of work-related illness in the LFS. An estimated prevalence of 538 000 people in Great Britain suffered from an MSD caused or made worse by their current or past work, equating to 1800 per 100 000 people (1.8%).
- » **Work-related stress** is an issue for a large number of people and continues to feature as a concern for many employers. An estimated 415 000 individuals suffered from work-related stress, depression or anxiety – with a corresponding 11.4 million working days lost due to work-related conditions. This represents an estimated average of 27.5 working days lost per case and is the largest contributor to the overall estimated annual days lost from work-related ill health.

Figure 8
Estimated prevalence of self-reported work-related illness for people working in the last 12 months, 08/09



Source: Labour Force Survey⁶

Identify where there are higher risks of future ill health or premature death as a result of exposure to substances, physical agents, eg noise and vibration.

Current levels of occupational disease and deaths largely result from historical exposures to fumes, dusts, fibres, chemicals etc, because there is a significant time period (the latency period) between exposure and effect. Other conditions such as **asthma, skin disease**, or the effects of **noise or vibration** also can take time to appear after exposure starts.

At least 12 000⁷ people currently die each year due to exposure to **hazardous substances** during their past work. However, many workers can still be exposed to harmful dusts etc today. Building maintenance trades, stonemasonry, quarries, foundry work and welding are activities where such hazards exist.

Around 4000⁷ of the annual deaths are due to **asbestos-related** disease. While much of the exposure was in industries which no longer exist or where asbestos is no longer used, there still remains a risk that tradespeople – plumbers, electricians, joiners etc will be exposed by unknowingly disturbing asbestos while doing their jobs. HSE has worked with stakeholders to raise the profile of long-term chronic harm to health, and the need for changes in behaviour and practice will continue.

How HSE will monitor its performance against Objective 1

- >> regular review of health and safety statistics;
- >> reductions in rates in key sectors, hazards and areas of ill health;
- >> sustained improvement in DSO measures; and
- >> monitoring of ill-health incidence and intelligence on current exposure levels/numbers.

6. Black lines indicate 95% confidence intervals - this represents a range of values which we are 95% confident contains the true value, in the absence of bias.

7. For further detail, see <http://www.hse.gov.uk/statistics/causdis/index.htm>

**Objective 2:
To deliver effective and efficient interventions.**

To progress this objective, HSE will:

Determine the appropriate interventions to stimulate improvements in complex problems, topic areas and sectors. HSE recognises that we must put effort into those issues where we can achieve most impact and a sustainable improvement. For example, HSE's judgement is that proactive inspection does not represent a cost-effective means of improving and sustaining standards of health and safety for self-employed family farms, whereas improving

levels of awareness in farming communities about agricultural risks does.

In applying our intervention strategy, we will identify and seek to work with and through other stakeholders when they are better placed to provide an appropriate lead. Examples of approaches HSE will undertake in each of the priority areas are included below with further details throughout the remainder of this plan.

	Key interventions to be utilised in 2010/11
Agricultural sector	<ul style="list-style-type: none"> » influence outcomes through communications and awareness-raising activities, eg Make the Promise Campaign, Safety Health Awareness Days (SHADs) (see Objective 10); » use the supply chain to influence standards, eg work with stakeholders on product safety – including safe supply and use of plant and machinery; and » work with providers to influence the availability and uptake of appropriate education and training to improve competence.
Construction	<ul style="list-style-type: none"> » inspection; » influence outcomes through campaigns and awareness-raising activities, eg Refurbishment Campaign, Product Safety – Ladder Exchange Campaign, SHADs (see Objective 10); » deliver 'Small Sites Strategy' and work in partnership, eg Working Well Together initiative (see Objective 12); » use the supply chain to influence standards – focusing on local authorities as clients for significant refurbishment projects, eg ensuring compliance with OGC guidelines; » work in partnership with industry and local authorities, eg to incorporate information about accident reporting and investigation (including near misses) in the Construction Skills Certification Scheme (CSCS) health and safety test and the industry induction; and through the Local Authority Construction Engagement (LACE) to improve the way information on health and safety is provided to SMEs and identify ways in which we can work more closely on matters of concern; » develop an interactive web-based product (Leadership and Worker Engagement Tool) to enable users to lead, engage and develop their workforce better; and » identify ways to more effectively promote the lessons that can be learned from the causes of fatal accidents, including online publication of an annual summary of lessons learned.
Waste and recycling	<ul style="list-style-type: none"> » use the supply chain to influence standards – focusing on local authorities as clients for municipal waste collection contracts (see Objective 6); » work in partnership, eg through the Waste Industry Safety and Health (WISH) Forum; » influence outcomes through campaigns and awareness-raising activities (see Objective 10); and » inspection: <ul style="list-style-type: none"> » lead inspector arrangements with the larger nationally operating contracting companies; and » targeted inspections of accident hotspot activities.

Key interventions to be utilised in 2010/11	
Slips, trips and falls from height	<ul style="list-style-type: none"> » influence outcomes through campaigns and publicity, eg Shattered Lives, Ladder Exchange (see Objective 10); » use the supply chain to influence standards, eg initiative to increase the suitability of flooring installed in areas which pose a slip risk and encourage procurers of footwear to consider slip risks when purchasing suitable footwear for workers; and » provide advice and guidance, eg Slips and Trips eLearning package (STEP) and Work at height Access equipment Information Toolkit (WAIT) (see Objective 8).
Workplace transport	<ul style="list-style-type: none"> » work with stakeholders of small firms to improve competence of forklift truck drivers; » develop and promote take-up of tractor driver and machine operator refresher training by experienced farmers/workers; and » work with British industry and other international stakeholders to secure improvements to European Standards on telehandler visibility (see Objective 14).
Long latency disease	<ul style="list-style-type: none"> » develop and maintain partnerships with stakeholders in higher-risk activities to identify ways to influence behavioural change; » influence outcomes through campaigns and publicity, eg Asbestos Duty to Manage (DtM) Campaign; » inspection – compliance with DtM (see Objectives 7, 8 and 10); » work with stakeholders to improve controls including sound reduction at source for provision of plant/equipment; » ensure legislative regimes for controlling risks from hazardous substances and chemicals are fit-for-purpose and effective (see Objective 3, 4 and 15); and » work with providers to influence the availability and uptake of appropriate education and training to improve competence in key sectors (see Objective 8).
Musculoskeletal disorders	<ul style="list-style-type: none"> » inspection; » provision of advice and guidance, eg Assessment of Repetitive Tasks (ART) tool (see Objective 8); and » design and supply – working with stakeholders to improve design of handling processes and products.
Work-related stress	<ul style="list-style-type: none"> » work in partnership with stakeholders to deliver consistent information to dutyholders and practitioners; and » provide advice and guidance, eg using the website and e-bulletin service to engage with stakeholders on management standards and managers' competencies (see Objective 8).

Improve data capture and measurement. HSE will seek to expand and integrate data sources to improve the quality of data used to adjust and better target its intervention strategy. One example is the **commissioning of research** to test the validity of self-reported ill-health data, with the initial report expected by the end of 2010/11. HSE is also seeking to identify other robust sources of ill-health data to better quantify the scale and causes of work-related ill health.

Improve and use our evidence base. In order to better understand factors contributing to health and safety, HSE will commission a range of research to inform HSE's interventions, influencing future inspections, policy development, advice, legislation and guidance, examples of which include:

- » determining the level and reasons for non-compliance with health and safety regulations;
- » in relation to competence, and in consultation with professional health and safety bodies, determining the motivation and sources behind employers obtaining health and safety advice; and
- » better understanding of what represents effective leadership for health and safety.

We will also continue to collect and publish statistics to demonstrate where most injuries and ill health are occurring, which groups are most at risk and the impact of changing demographics, so that HSE interventions can be better targeted.

Develop appropriate performance measures. We will develop a performance measurement framework for HSE and the wider health and safety system to monitor progress towards the strategy goals. One element is the development of new surveys of workers and employers based on strategy themes which will commence in 2010/11. These surveys will provide consistent data on the health and safety climate in workplaces. In addition, working with external stakeholders we will look to identify how to measure progress in reducing long latency risks, where incidence rates are not representative of current standards. Such leading indicators can provide evidence of changes in behaviour that result in lower exposures to causative agents (dusts, fumes, chemicals, noise etc) and so lower incidence of disease and ill health in the long term.

Across major hazard sectors HSE will promote, inspect and monitor the extent to which dutyholders adopt leading and lagging performance indicators. In the biological agent and explosive sectors, HSE will commission research to develop new performance indicators. HSE will also work with the offshore industry to set key performance indicators ('industry trending targets').

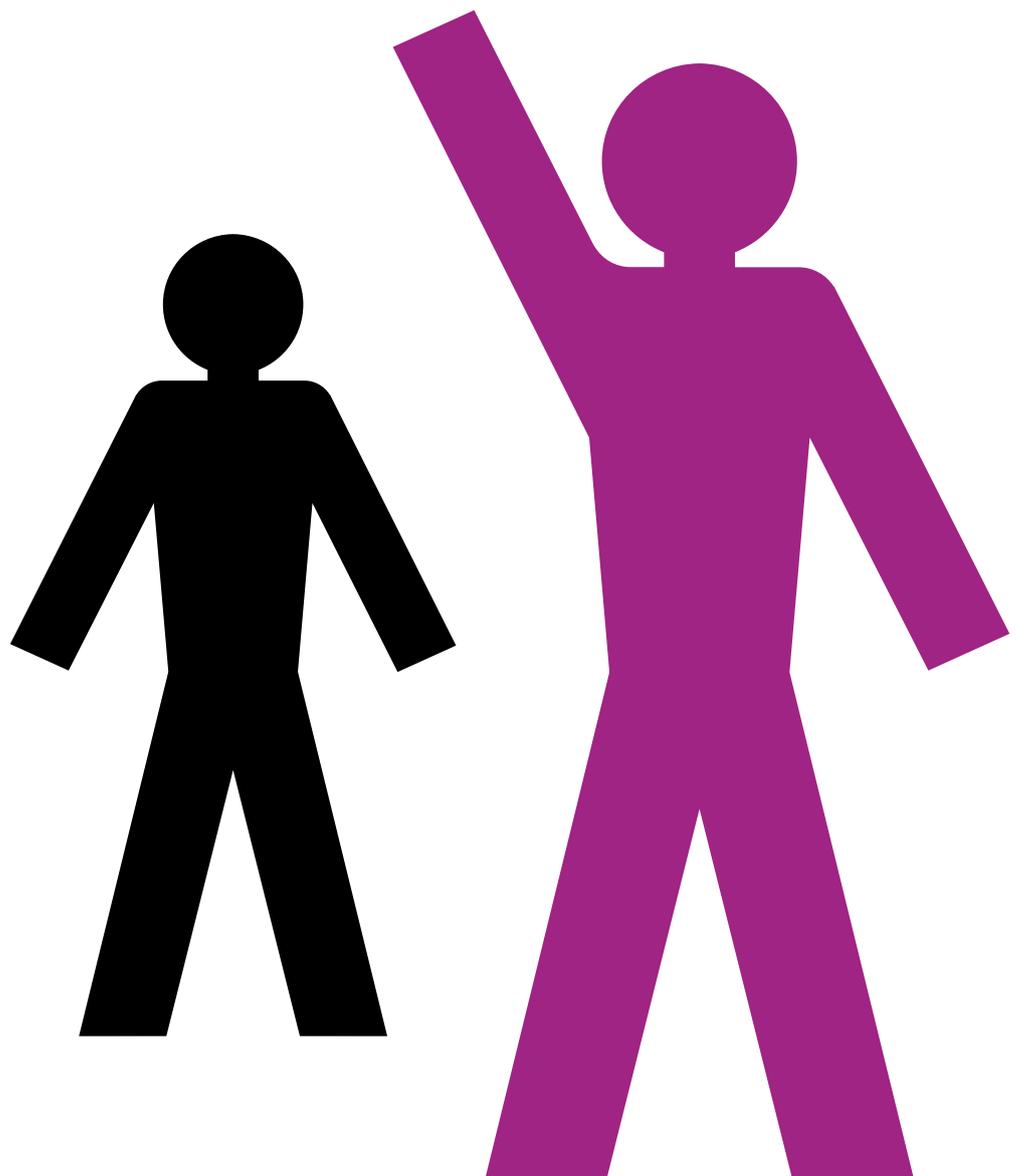
Alongside Oil & Gas UK (the representative body for the UK offshore oil and gas industry) and Step Change in Safety (the UK-based partnership with the remit to make the UK the safest oil and gas exploration and production province in the world), HSE will further develop health and safety performance measures to monitor progress of the offshore industry's Step Change Strategic Plan 2010–15. In the longer term, HSE wishes to ensure best practice is adopted across UK high hazard industries. Safety performance data must be captured, analysed and learnt from in order to drive improvements and reduce the frequency of challenges to safety and the potential for significant harm.

In 2010/11 HSE will develop approaches to promote best practice across the high-hazard industry sector. HSE will also complete the Nuclear Safety Performance Indicator (SPI) project. SPI thresholds will be agreed by all licensees by September 2010, and implementation completed by the end of the year.

HSE is commissioning research to investigate the feasibility and main challenges of substantially improving its knowledge of how its ongoing activities contribute to reducing death, injury and cases of ill health caused by work. The research will help determine whether scientifically credible methods and evidence may be applied to quantify or confirm these relationships. The results will scope out the potential for further work, which could significantly increase the relationships between HSE activities and associated outcomes. If further work is feasible, it could provide the basis for enhancements to the allocation of HSE's resources with the aim of increasing overall effectiveness.

How HSE will monitor its performance against Objective 2

- » delivery of commissioned research to agreed milestones;
- » publication of statistics on a timely basis; and
- » suite of performance measures including use of leading and lagging indicators developed and ready for reporting when data is available.



Strategy 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.

This goal identifies that specialist industries such as nuclear, offshore, oil, gas, onshore petrochemicals and biological agents provide essential products and services – but can potentially cause great harm to their workers, the environment and the public if not properly managed.

HSE's aims are to embed a highly developed safety culture, particularly within the organisations operating in these sectors, and to ensure that systems are in place for effective process safety management.

Our objectives to progress these aims are:

Objective 3:

To deliver effective regulation of dutyholders to reduce the likelihood of catastrophic events.

To progress this objective, HSE will:

Continue to deliver key interventions at major hazard operators and dutyholders. This includes all top-tier COMAH sites, offshore installations, nuclear and other high-hazard establishments. HSE will also undertake **inspection** activity at sub-COMAH sites which handle sufficient quantities of dangerous substances presenting a significant risk. We will also consider **hazardous substance consents**, explosives licences and **assess notifications** of work involving genetically modified organisms (GMOs) in accordance with statutory deadlines. In addition, we will continue to **assess safety cases and safety reports** submitted to HSE. Within our regulatory programmes, we will undertake targeted inspections of a large sample of dutyholders in order to assess the use of leading and lagging indicators to measure performance **(see Objective 2)**.

Ensure dutyholders effectively manage asset integrity risks including those arising from ageing plant and equipment. The coming year is likely to see continued pressure on maintenance budgets and increase the health and safety risks arising from **ageing plant**. To ensure dutyholders are managing such risks, the COMAH Competent

Authority (CA) (comprising HSE, the Environment Agency and the Scottish Environment Protection Agency), whose role is to oversee and coordinate the regulation of major hazards in the UK, will publish revised guidance on the assessment and management of ageing plant by June 2010. In addition, HSE will develop an inspection programme to assess compliance with the guidance at high-risk sites. Following review of installation integrity within the offshore sector (KP3), we will commence a three-year inspection programme focusing on the effects of ageing plant and asset integrity on offshore infrastructures. HSE plans to complete ten such inspections during 2010/11.

The COMAH CA will monitor and publish dutyholders' progress in implementing the Process Safety Leadership Group's (PSLG's) guidance on safety and environmental standards for fuel storage sites. The guidance will be devised with relevant trade associations by September 2010 to ensure all major hazard dutyholders have implemented improved standards of **primary and secondary containment** at large-scale fuel storage sites and offsite installations. HSE will also continue to monitor the extent to which dutyholders have implemented the Buncefield Standards Task Group (BSTG) recommendations, reporting findings annually.

Defuelling and decommissioning, and operating nuclear reactors. HSE will continue to develop and implement intervention strategies for reducing hazards at post-operational Site Licence Companies, including a programme approach to asset care, and will complete identified interventions by March 2011 and develop appropriate intervention strategies so that an appropriate as low as reasonably practicable informed approach to decommissioning is taken.

We will continue to review and monitor implementation of the strategy developed by Site Licensees in response to ageing and reliability issues on safety-related plant and equipment to improve confidence that ageing issues are managed strategically across the relevant nuclear fleet.

Address Matters of Evident Concern (MEC) and Matters of Potential Major Concern (MPMC). HSE will deal immediately with any MEC that we encounter during visits, whether or not these are related to planned inspection or investigation. In addition, we will consider if there are hazards which have the potential to cause multiple casualties or multiple ill-health cases at all visits. If there are such hazards, inspectors will make sufficient inquiries to enable a professional judgement to be made as to whether the associated risks are properly controlled. If not, then enforcement action will be taken in accordance with the Enforcement Policy Statement (**see Objective 5**).

How HSE will monitor its performance against Objective 3

- >> sustained improvement in DSO measures;
- >> annual review of progress against intervention plans;
- >> consents, licences and notifications provided to statutory deadlines;
- >> percentage of safety cases and safety reports completed to deadlines;
- >> inspections on ageing plant completed to schedule; and
- >> regular monitoring and review of MECs and MPMCs.

Objective 4:

To ensure there is a robust, consistent and credible regulatory framework and safety regime in place for major hazard industries.

To progress this objective, HSE will:

Implement key aspects of regulatory reform. The COMAH CA will implement changes to the regulatory regime as part of the **COMAH Remodelling Programme**. This seeks to modernise the regime, taking into account changes in the onshore chemical industry and lessons learnt from recent incidents in both the UK and abroad. From 1 April, we will introduce a new assessment procedure for five-year review reports, an agreed set of national strategic priorities for inspection, and a rating system for safety and environmental hazards.

HSE will also deliver and implement the Callaghan recommendation, accepted by Government following the foot and mouth disease outbreak in Pirbright in 2007, for a combined **Human and Animal Pathogens Regime** with HSE as the enforcing authority. Work to date has been successful and the framework is expected to be fully implemented by October 2010.

In 2010, HSE will initiate a review of **explosives legislation**. As explosives legislation has developed over time, there is a fragmented set of requirements with multiple sets of regulations and subsequent amendments. The review provides considerable potential for reducing the regulatory burden on industry and regulators through clarification and simplification. The intention is to involve all interested parties and produce a modern, consolidated and integrated suite of updated legislation by April 2012.

HSE will also commence a review of enforcement policy for the replacement of iron gas mains. The current replacement programme covers the period April 2006–March 2013. By March 2011, we will have established the process and scope of the review so that a programme can be confirmed for the next five-year period April 2013–March 2018. As part of the review, we will consult Ofgem in advance of the next Distribution Network's Price Control period.

There has been an increase in the number of fatalities in the mines sector. As the industry has contracted, the training and education infrastructure has significantly reduced. HSE will target securing improvements in leadership and the training and development arrangements, and will review the effectiveness of the existing legislative arrangements (Mines and Quarries Act, Section 123) under which employees and their representatives carry out inspections of working conditions, in collaboration with the dutyholder and HSE.

Continue to work closely with the liquefied petroleum gas (LPG) industry to oversee a programme of pipework replacement.

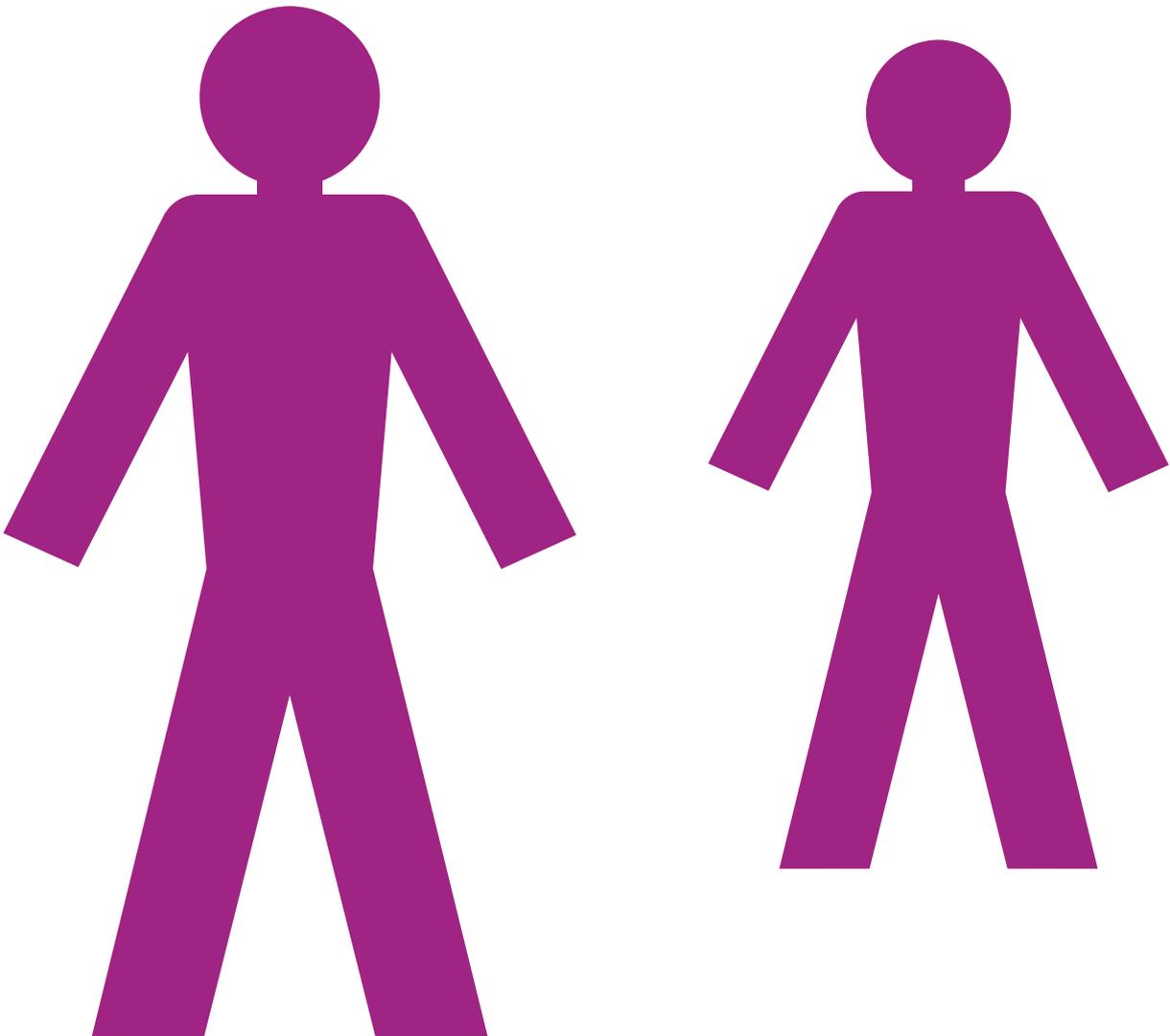
In July 2009, the publication of the Inquiry Report⁸ into the explosion at the ICL Plastics Ltd factory in Glasgow in May 2004 recommended a four-phase action plan. Some of the actions, such as supporting the replacement of all buried metal service pipework with polyethylene pipes, were already underway through work led by the supply industry and supported by HSE. HSE conducted a public consultation on the remainder of the recommendations that closed on 19 November 2009. Following this, the key workstreams HSE will deliver in connection with the LPG industry during 2010/11 include:

- » issuing new guidance for industrial and commercial users of LPG clarifying roles and responsibilities of suppliers and users of LPG and how to manage the safety of their installations;
- » building on research to understand better the risks of LPG in domestic installations. We will work with LPG suppliers to raise awareness and encourage use of the available advice to help householders identify when they should consider replacing underground service pipes if their property is among the small minority where additional measures for risk reduction might be appropriate; and
- » continuing a targeted inspection campaign by HSE and local authority inspectors of industrial and commercial LPG users to support the programme, which has been agreed with the LPG supply industry.

How HSE will monitor its performance against Objective 4

- » COMAH remodelling programme implemented to timescales;
- » combined human and animal pathogens framework implemented on time;
- » single explosives regulatory framework programme progresses to timescales;
- » LPG pipework replacement programme actions implemented to time; and
- » 2000 LPG inspections completed by the end of 2010 with regular review of any enforcement action taken.

8. http://www.theinquiry.org/documents/documents/HC8381ICL_Inquiry_Report.pdf



Strategy Goal:

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

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 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 seek to prosecute 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. HSE's aims are to investigate complaints and incidents consistently and enforce health and safety law in accordance with the enforcement policy.

Our objective to progress this aim is:

**Objective 5:
To deliver high-quality investigation and enforcement work.**

To progress this objective, HSE will:

Investigate incidents and complaints. Delivering high-quality **investigation** and **enforcement** work, whether measured by its impact on health and safety, or by the speed, ease and efficiency of our processes, continues to be one of our highest priorities. We will investigate those incidents which meet HSE's incident selection criteria. **Complaints** that meet HSE's agreed risk-based criteria will also be investigated. Where consistent with HSE's enforcement policy, we will **prosecute** those who commit serious breaches of the law. To obtain greatest impact, we will encourage widespread publicity for those cases where the sentences imposed indicate that the courts regarded them as particularly serious. We will continue with a rolling programme of Regulatory Decision Making Peer Reviews, twinned with Enforcement

Standards Reviews to ensure consistency of enforcement decisions. During 2010/11, HSE will implement any actions arising from its review of the incident selection criteria.

Encourage proportionate, consistent, transparent and accountable enforcement with our local authority co-regulators. The Section 18 (S18) standard is one of the main ways of encouraging regulatory consistency across local authorities and HSE as **enforcing authorities** under the Health and Safety at Work etc Act. The standard is supported by a number of systems and toolkits, which have been developed to provide further detail and assistance in the process of benchmarking. During 2010/11, we will continue to promote the adoption and application of the S18 standard and develop its supporting frameworks and toolkits. All enforcing authorities are expected to achieve

significant progress towards full compliance by March 2011 and as such have undertaken a self-assessment against the standard by March 2011 and put in place any actions needed for improvement. The results of the self-assessment will be

reported to the Health and Safety Executive/Local Authority Enforcement Liaison Committee (HELA) and the HSE Board to provide reassurance on compliance and set in train any national activity required to improve enforcement consistency.

How HSE will monitor its performance against Objective 5

- » quarterly review of HSE Enforcement Activity:
 - » number of notices issued;
 - » prosecution cases approved;
 - » percentage of guilty verdicts; and
 - » incidents and complaints investigated to time and quality standards;
- » rolling audit programme of investigation and enforcement decisions with biannual review;
- » S18 toolkits finalised following trials and publicised by agreed dates; and
- » reports to HELA and HSE Board on outcomes of the self-assessment.



Employers have the prime responsibility for properly controlling 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 competence must permeate throughout management, supervisory and workforce levels. In particular, the practical expertise of shop-floor supervisors and workers can make a genuinely important contribution to safer working practices.

The need is for everyone in the health and safety system to take responsibility and play their part in working together towards common goals. By making the commitment and aligning our efforts and expertise, our collective efforts will deliver improved health and safety in the workplace.

The need for strong leadership

Strategy 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.

These goals reflect a consensus that strong leadership is essential to improving health and safety outcomes. Through their role, leaders have a significant influence on behaviour and attitudes in the workplace and can effect positive change by focusing on real health and safety issues.

HSE's aims are to ensure leadership starts at the top to create an organisation that is able to identify what effective health and safety management behaviours look like, as outlined in the HSE/Institute of Directors guidance *Leading Health and Safety at Work* and to encourage leadership in health and safety at all levels.

Our objectives to progress these aims are:

Objective 6:
To influence leaders in taking ownership of health and safety.

To progress this objective, HSE will:

Work with public sector organisations as major employers, standard setters and wider influencers.

HSE recognises that public sector organisations can play a significant part in improving health and safety outcomes through their varied roles. To take this forward, we will develop and maintain **strategic partnerships** with key public sector organisations including local authorities as employers, central government departments and the devolved administrations. Initially, our work will focus on the Ministry of Defence (MOD) and the Department for Work and Pensions (DWP).

During 2010/11, we will develop a revised strategy for the **health services sector**, which will take account of the proposals for change in the delivery of health services. To tackle effectively the major causes of work-related ill health in this sector we recognise the need to do things differently and explore new ways of engaging and influencing those who

can make a difference. These include policy makers, other regulators, commissioners of services or those who use the health service. We will publicise and implement our revised strategy from 2011/12.

In addition, HSE will develop strategies based upon the multi-faceted role of **local authorities** as client, procurers and commissioners of services and contract managers to ensure appropriate standards are applied and effectively monitored in key areas. For example, local authorities in their role as client for waste and recycling services can exert influence through the supply chain by ensuring contractors have effective health and safety systems in place.

We will also encourage the **education sector** to promote sensible and proportionate risk management by establishing stakeholder relationships with relevant school and education bodies, including local authorities. HSE will also engage with education stakeholders to identify opportunities to

work with others to enhance training material on health and safety leadership for head teachers and school business managers. We will also work with the Scottish Schools Equipment Research Council to develop guidelines for heads and teachers in schools. We will develop a series of case studies, delivering five in 2010/11 to share good practice of health and safety leadership in schools, provide realistic approaches to challenges and demonstrate how strong leadership provides solutions.

Stimulate the sharing of good practice. We are introducing a number of strategic co-ordinators (senior staff within HSE) to improve our relationship with, and the performance of, large organisations – including their supply chain and the wider business community to stimulate and share good practice. We will also continue to promote and seek the commitment of organisations to healthier and safer

workplaces by encouraging them to sign up to the strategy pledge and the key roles they can play in delivery. The online strategy pledge forum will enable members to openly discuss health and safety issues and exchange best practice. We will work with industry bodies to identify and promulgate case studies which reflect good leadership in practice.

Support major hazard dutyholders to adopt high standards of process safety leadership. HSE will engage and work with stakeholders and intermediaries across **major hazard sectors** to promote process safety leadership. We will work with industry to ensure the progressive adoption of the process safety leadership principles agreed by the COMAH Competent Authority in 2009, including hosting a leadership conference for the North Sea Offshore Authorities Forum in April 2010.

How HSE will monitor its performance against Objective 6

- » partnership agreements for key public sector organisations in place;
- » establishment of strong and effective partnerships with stakeholders best placed to influence improvements in key sectors and activities;
- » relationships with agreed number of organisations for strategic co-ordinators established; and
- » Strategy Pledge – members and forum usage increased and feedback evaluated.

Objective 7:

To determine and routinely examine whether good health and safety leadership is demonstrated in practice.

To progress this objective, HSE will:

Assess health and safety leadership. HSE will assess leadership as part of each proactive inspection, where appropriate, using the HSE/LoD guidance. In relation to the **public sector**, we will carry out audits of the boards of large NHS organisations to explore their approach to the provision of leadership. In their client role for **waste and recycling** services, we will inspect local authorities over a three-year period – prioritising the newly formed unitary or joint waste disposal authorities, contracts due for renewal or authorities working in partnership. Within the **major hazards sector**, we will pilot a leadership audit/inspection tool at a sample of major hazard sites to identify whether the process safety leadership principles are being applied in practice.

We will continue the development and rollout of the Regulation of Licensing, Leadership and Managing for Safety Strategy 2009–2012 with the **nuclear sector**. This consists of three elements that collectively develop HSE’s policies and processes to ensure licensees’ approaches to leadership and managing for safety are robust. One aspect of this work is to develop a coherent set of guidance to better define our expectations of licensees’ management structures, arrangements and resources.

We and our local authority partners will also inspect compliance with **Asbestos Duty to Manage (DtM) Regulations** – legal duties for those in control of commercial buildings to manage any asbestos, in addition to the promotion of guidance and a concerted DtM campaign (**see Objectives 2, 8 and 10**).

How HSE will monitor its performance against Objective 7

- » measure of leadership as established through Employer and Worker Surveys will establish a baseline against which progress can be assessed;
- » extent of adoption of leadership principles by dutyholders against a delivery success guide;
- » ratings of leadership and attitude of management; and
- » ratings of compliance against Asbestos Duty to Manage Regulations.



Strategy Goal:

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

This goal recognises that competence needs to exist throughout an organisation and at every level of the workforce. It is important that everyone understands what information they need and where to access it, together with the skills and training necessary to ensure safe and healthy working practices.

HSE's aims are for employers and employees to confidently identify whether they can manage their own risks, meeting the requirements of legislation, and where to seek advice and support.

Our objectives to progress these aims are:

Objective 8:

To support employers and employees in improving health and safety knowledge.

To progress this objective, HSE will:

Review and improve the content of health and safety standards, guidance, tools and information. Access to accurate, understandable guidance is key to supporting directors, managers and workers to recognise and manage risks in operational activities. HSE will continue to produce and promote guidance and toolkits to support dutyholders to effectively manage health and safety. Examples during 2010/11 include:

- » revision of **Successful health and safety management (HSG65)**. To provide an up-to-date approach to improving health and safety management drawing on lessons from effective business management. In addition to launching the revised HSG65 in autumn 2010, HSE will complement this with a statement of core elements for managing health and safety which signposts other key guidance, toolkits and case studies and launch a website to act as a 'landing point' for managing health and safety;
- » **Asbestos Duty to Manage**. The publication and promotion of guidance for dutyholders and asbestos surveyors to clarify roles, responsibilities and duties (**see Objectives 2, 7 and 10**);

- » revision of **Safeguarding agricultural machinery – advice for designers, manufacturers and users (HSG89)** in autumn 2010. To encourage the safe supply and use of new and second-hand plant and machinery on farms to target manufacturers, suppliers and small and medium-sized enterprise (SME) users and customers;
- » launch and promote the **Assessment of Repetitive Tasks (ART)** tool which enables inspectors and employers to assess the risks of musculoskeletal damage from workers undertaking repetitive tasks. The tool will be promoted throughout the year together with a 'Push-pull tool' ready for use in the latter part of the year; and
- » simplification of the **Stress Management Standards** material (including the Management Standards Analysis tool) will be available on the HSE website to make it more accessible to smaller companies.

We will undertake additional work to review and revise HSE's messages for SMEs and improve the accessibility of all our information (**see Objective 12**).

Work with key stakeholders to facilitate the provision of effective health and safety training, education and qualifications. HSE will work with key stakeholders, including national training providers and higher and further education establishments, to increase the availability and uptake of appropriate training and education. HSE will ensure courses contain suitable reference to the management of health and safety risks, including:

- » development of pilot **learning packages** for use by trainers within priority trades where there is a significant risk of exposure which may cause serious respiratory disease, initially considering the motor vehicle repair, stonemasonry and welding sectors;
- » working with land-based industries, Lantra (the Sector Skills Council for the environmental and land-based industries) and agricultural colleges to improve the uptake of agricultural education and training – with emphasis on the achievement of nationally recognised **Vocational Qualifications (VQs)** which include risk awareness and management. HSE will promote the uptake of VQs by large employers, farming corporations and the retail supply chain. We will also produce learning materials to support effective delivery of training in agricultural colleges, eg revising the publication *Fit for Tomorrow*;
- » engaging with relevant skills sector councils to encourage the incorporation of HSE's STEP and WAIT tools (**see Objective 2**) into **vocational training**; and
- » development of teaching material on the management of health and safety risks for use in **undergraduate engineering courses** in collaboration with the Inter-Institutional Group on Health and Safety.

Support young people as they enter the workforce. The recovery of the economy will bring challenges for employers as more **inexperienced, young and other people enter the workforce**. HSE is working with vocational training providers and industry stakeholders (see examples above) to ensure that relevant training is available for new entrants to the industry and the workforce generally. In addition, to ensure that young people are risk aware before they enter the workforce, HSE is supporting initiatives of other stakeholders such as IOSH who have developed specific risk education courses aimed at 14-year-olds and above. We will also analyse the results from research we have recently undertaken about the best ways to communicate messages to young people.

Support provision of assured competent advice. HSE will continue to facilitate work to establish an accreditation scheme for health and safety professionals. This will involve working closely with a network of health and safety professional bodies to analyse the results of a feasibility study undertaken by the Chartered Institute of Environmental Health (CIEH) and IOSH and to develop a potential model.

Support Safety Schemes in Procurement (SSIP). HSE will continue to support SSIP as part of our work in supporting industry to take a proportionate response to risk. SSIP was launched last year, bringing mutual recognition to a number of industry and public sector pre-qualification schemes established to assist clients in identifying competences of those that they wish to engage. Developed by a forum, including operators of pre-qualification schemes, client and contractor representatives and HSE, the benefits include improved standards and a focus on risk management.

How HSE will monitor its performance against Objective 8

- » guidance produced and published to agreed timescales;
- » number of web visitors and downloads;
- » evaluation of guidance and toolkits against agreed success criteria;
- » increase in the number of colleges offering VQs which include relevant health and safety content; and
- » increase in number of registrations for relevant VQs.

Objective 9:

To determine and routinely examine the extent of health and safety competence in the workplace.

To progress this objective, HSE will:

Assess competence in the workplace. HSE will assess competence as part of every proactive inspection where appropriate. We will also undertake a significant number of visits to asbestos-licensed contractors and removal work operators that will provide assurance of the competence of those participating in these activities.

Operate and oversee statutory schemes to ensure employers have access to competent provision. HSE will work with professional bodies to improve and streamline the procedures for recognition of individuals and organisations competent to act as **Radiation Protection Advisors**. We will update our procedures for approving radiation dosimetry services. In addition, HSE will continue to approve and monitor training organisations which deliver first aid at work and emergency first aid at work courses.

How HSE will monitor its performance against Objective 9

- » measure of competence as established through Employer and Worker Surveys will establish a baseline against which progress can be assessed;
- » processing of Radiation Protection Advisor and Approved Dosimetry Service applications in accordance with published target times; and
- » completion of 1400 asbestos-licensing visits during this work year and assessment of the risk ratings awarded by inspectors.



Strategy Goal:

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

This goal recognises that workplaces where workers take an active part in health and safety have lower accident rates. Collaboration between managers and workers irrespective of their status, eg unionised, non-unionised, contracted, temporary, part-time etc helps to improve health and safety in a practical way by helping spot workplace risks, ensuring health and safety controls are practical and increasing the level of commitment to working in a safe and healthy way.

HSE's aims are that organisations can describe and demonstrate their approach towards worker involvement and understand the benefits collaboration brings in preventing work-related ill health and injury.

Our objectives to progress these aims are:

Objective 10:

To influence and support workers to get involved in health and safety and to promote the benefits of joint problem solving.

To progress this objective, HSE will:

Deliver the 'Safe and sound at work – do your bit' communications campaign and training initiative throughout the year to promote and improve levels of workplace involvement. The initiative includes:

- » **'Safe and sound – do your bit' campaign.** This has been developed for both employers and potential safety representatives to raise the profile of worker involvement. The campaign communicates basic requirements of worker involvement and encourages employers to send potential representatives on the 'basic representative of employee safety' training course. The primary message is targeted at employers to encourage leadership to involve the workforce in the management of health and safety.
- » **Basic representatives of employee safety training course.** This new two-day course is designed to provide knowledge and skills to workers in non-unionised SME workplaces. The course aims to equip the new representatives with the necessary knowledge and practical communications skills to make a positive contribution to health and safety in their workplace. Those attending the

course will also learn how to set up a group to deal with priority health and safety issues. A further offer of follow-on training is open to participants.

- » **Joint line manager and health and safety representative training.** This one-day facilitated training course will bring managers together with employee health and safety representatives to help build genuine management and workforce partnerships that are based on trust, respect and co-operation. The course will be tailored to suit the needs of participants, covering topics such as stress, combined risk assessments and joint inspections. This course is intended for unionised or non-unionised organisations with existing worker consultation arrangements that might need reinvigorating.

Deliver a portfolio of multi-channel key campaigns to raise awareness of key health and safety issues within the workforce. Building on previous success these will be co-ordinated with other interventions to raise awareness of key messages among employees and employers. Examples of some strategically important campaigns we and local authorities, where appropriate, will deliver are:

- » Make the Promise – engaging farmers and farm workers about safety issues at an emotional level in order to promote a change in behaviours. Under the direct mailing campaign, acquisition programmes will continue throughout 2010 with ongoing opportunities for farmers and families to make the promise. Development of an ambassador's programme will commence in summer 2010;
- » Shattered Lives – first ran in 2008 to boost awareness about workplace injury prevention. This powerful campaign achieved great success with employers, employees, friends and families alike – a slip, trip or fall from height at work too often shatters lives. In 2010/11, we will build on the profile of the previous campaign to motivate people in specified sectors to take action to prevent slips, trips and falls from height;
- » Asbestos Duty to Manage – to increase awareness among dutyholders of exactly what their DtM is and gain evidence of behaviour changes to address the risks **(see Objectives 2, 7 and 8)**;
- » Waste and recycling – to raise awareness of the key risks among workers in the sector, and encourage vigilance to reduce accidents, a regional pilot campaign will be delivered in Q3 of 2010/11 with a view to national roll-out in the 2011/12 work year; and
- » Safe Maintenance Campaign – HSE (and GB social partners) will be actively supporting a two-year campaign on safe maintenance (2010–2012) promoted by the European Health and Safety Agency. HSE will use its website to encourage dutyholders to review their arrangements. The safety of maintenance operations is one topic that inspectors may choose to explore during proactive inspections to assess the effectiveness of dutyholders' health and safety management arrangements.

Deliver and participate in events to attract and engage workers about health and safety issues. Over the last few years we have delivered, often in partnership with others, a number of events including awareness days, workshops, conferences and public shows. These events are an effective influencing tool as they are tailored to maximise impact. Examples of such activity in 2010/11 include delivering a number of Safety Health Awareness Days (SHADs) to promote health and safety guidance and key messages – particularly within the agriculture and construction sectors and those industries (quarries, foundry and stonemasons) where there is a risk of exposure to respiratory disease. We will also undertake a further Ladder Exchange Campaign to reduce the number of deaths and injuries resulting from falls from height.

How HSE will monitor its performance against Objective 10

- » 'Safe and sound – do your bit' initiative delivered and evaluated to agreed milestones;
- » campaigns delivered to time, cost and quality;
- » evaluation of campaigns in meeting success criteria for example, uplift in recognition, awareness, web and Infoline traffic; and
- » SHADs and other events:
 - › delivery of programme as planned; and
 - › progressive tracking of number of attendees against target audience.

Objective 11:

To determine and routinely examine the extent of worker involvement.

To progress this objective, HSE will:

Assess the degree of worker involvement in the workplace. HSE will assess the extent of worker involvement as part of every inspection where appropriate. In addition, we will undertake a project focusing on compliance within the offshore sector with the provisions of SI971 Offshore Installations (Safety Representatives and Safety Committees) Regulations.

The project will:

- » assess compliance with the Regulations;
- » ensure that employers and workers understand the legal requirements to inform and consult workers; and
- » gather examples of good practice to share across the offshore industry and other major hazard industries.

How HSE will monitor its performance against Objective 11

- » measure of worker involvement as established through Employer and Worker Surveys will establish a baseline against which progress can be assessed; and
- » review and assessment of inspection visit reports.



Health and safety does not and cannot exist in a vacuum. When setting the priorities for our 2010/11 plan we acknowledge the need to take account of other issues impacting on or overlapping with it. 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. Our activities have a role to play in enabling businesses of all sizes and in every sector to function effectively.

Strategy Goal:

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

This strategy goal reflects the difficulties SMEs experience in accessing, understanding and implementing guidance on proportionate health and safety management. Supporting this audience is a challenge given the large and diverse number of SMEs (in excess of five million) and their differing attitudes and approaches to seeking help.

HSE's aim is for SMEs to become better enabled and empowered in managing their health and safety risks – they are aware of the key actions they need to take, they know where to access advice and they are able to comply with their health and safety obligations.

Our objective to progress this aim is:

Objective 12:

To help SMEs understand health and safety law and meet its requirements as simply as possible.

To progress this objective HSE will:

Produce, launch and promote new common sense messages for SMEs. SMEs are not an homogeneous group and as such require both basic entry-level information and specific information for their industry. HSE will develop and promote **common sense messages** to enable SMEs to gain greater certainty and clarity in managing health and safety. We will also develop and promote messages that focus on managing specific risks in relation to the printing, plastics and woodwork industries within the manufacturing sector. The messages will be assessed against best practice and suitability for an SME audience.

It is intended that these messages will deliver the definitive information for SMEs by describing the 'what' and 'how' of complying with health and safety duties and will replace HSE's existing suite of guidance. We will develop these core messages along with key intermediaries and stakeholders, eg LACORS, local authorities, trade unions and trade associations and, where possible, the core messages will be sponsored by the relevant industry. We will also seek SMEs' views through the Small Business Trade Association Forum.

Continue to improve availability and accessibility of HSE's messages.

In order to maximise effectiveness, we must ensure that, as well as offering relevant messages, we select the most productive methods of communicating them to our target audiences. Following its successful launch in 2009/10, we will continue to promote and increase the number of HSE publications freely available online. We will also improve the **accessibility**, usability and content of HSE's website by gaining accreditation to BS 8788 by March 2011. HSE will look to ensure core messages are made widely available and delivered through channels that meet the needs of SMEs. This includes existing channels such as local authorities, industry stakeholders and government websites. In addition, HSE will look to employ innovative approaches to the marketing and communication of guidance by developing proposals for other organisations to communicate our messages.

Develop, facilitate and participate in partnership projects which focus on SMEs.

Having undertaken a pilot in 2009, HSE with a number of other stakeholders including local authorities, insurance risk assessors, the Advisory, Conciliation and Arbitration Service (ACAS), Department of Health, South East TUC, IOSH and Southern Water will

deliver the Estates Excellence project in 2010/11. The project concentrates on a number of **industrial estates** across the South East, working with small businesses as a community to benchmark their performance and support them in improving and reducing risks, accidents, ill health and sickness absence through sharing of good practice and networking.

Following completion of the trial targeting up to 200 premises, we will target five estates from April 2010 on a rolling programme. Following an awareness-raising period, we will visit each organisation to benchmark where they are in relation to recognised standards of health and safety, and in a range of other business-critical issues like security and fire. In all, Estates Excellence should reach over 1000 companies across the South East. The project as a whole will be fully evaluated towards the end of 2010 and, if successful, consideration given to rollout across the country in 2011/12.

In addition, HSE will continue to support and provide funding for the Working Well Together campaign within the construction sector. The campaign is a partnership between HSE and a variety of industry stakeholders, ranging from trade unions, large and small construction firms, regional health and safety groups, IOSH, Federation of Master Builders (FMB), Construction Skills and others. The aim of the campaign is to improve competence within the industry, particularly SMEs, and will be achieved by providing a range of free or low-cost training events throughout Great Britain. In 2010/11, we plan to provide over 40 events offering over 4000 places where health and safety information and advice is provided on a face-to-face basis. Further information can be found at www.wwt.uk.com.

Delivering customised approaches to sectors with a high number of SMEs.

We will deliver a significant proactive small sites campaign within the construction sector. Small construction sites make an important contribution to the British economy – however, they also account for a considerable number of health and safety incidents each year. In 2010/11 as part of the **Small Sites Strategy**, HSE will focus on domestic roof repair work, including manual handling and the provision of welfare facilities during visits to small construction sites. Meanwhile, advisory visits to small sites will provide examples of good practice.

HSE will also look to work with partners to deliver this strategy, eg building relationships with local intermediaries such as hire shops, business start-up schemes, chambers of commerce etc. HSE will also establish links with other agencies such as Trading Standards to assist in the delivery of key messages.

In addition, we will provide fresh impetus to our intervention strategy for the **social care sector**. This sector has an above average rate of self-reported work-related ill health and employs huge numbers. Micro and small employers employ 87% of the workforce and increasing numbers are receiving 'direct payments' for care. In 2010/11, HSE will undertake further joint work with co-regulators and the influential bodies in this sector and pilot audits of those who commission in the social care sector, with a view to wider roll out of the approach in 2011/12.

How HSE will monitor its performance against Objective 12

- » accident and ill-health statistics in priority sectors for SMEs;
- » employer and Worker Survey results will be segmented by size (and sector where feasible) and provide evidence of SME views on key areas of health and safety management;
- » guidance:
 - » delivery of key projects to timescales;
 - » reach and take-up of guidance, for example as measured through web hits and downloads; and
 - » evaluation of guidance – feedback from users and, in the long-term, any resultant change in behaviour;
- » effectiveness of HSE's website as a communication channel for SMEs:
 - » attainment of BS 8788 standard;
 - » remain in Top 10 of 400 central government websites at every Sitemorse quarterly assessment; and
 - » results of annual customer survey (September 2010) of HSE's online facilities (of which a minimum of 30% response rate from SMEs);
- » delivery and evaluation of Estates Excellence project; and
- » delivery and evaluation of the social care commissioning pilot.

Strategy Goal:

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

Britain's socio-economic make-up and cultural values have changed enormously since the introduction of the Health and Safety at Work etc Act 1974 (HSWA) and good health and safety practice must continually evolve to accommodate changing economic circumstances and increased diversity within the population.

HSE's aims are to take account of wider issues in addressing its current and future priorities and to anticipate the potential implications of future challenges.

Our objectives to progress these aims are:

Objective 13:

To contribute to the Government's international and domestic strategies by ensuring the safety of existing and emerging technologies.

To progress this objective HSE will:

Continue to deliver its Emerging Energy Technologies (EET) Programme. The programme is HSE's (non-nuclear) response to the long-term energy challenges facing the UK; namely tackling climate change by reducing carbon dioxide emissions to meet legally binding targets and ensuring secure, clean and affordable energy in the face of increasingly uncertain supply. We will continue to deliver the programme in the spirit of enabling while managing the risk. During 2010/11, we will set out our understanding of hazards and risks associated with alternative energy technologies, including carbon capture and storage (CCS), on and offshore wind and wave power and cleaner coal technology. Following successful completion of this stage, we will progress to work on our regulatory and intervention strategies. We will also provide technical support to the Government's competition to develop the first, full-scale demonstration CCS power plant and undertake a thorough examination of the offshore wind energy sector, which was stimulated by the launch of the third round of licensing towards the end of 2009/10.

Continue to progress Generic Design Assessment.

HSE will 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.

Create the Office for Nuclear Regulation. Subject to Parliament's approval, to enable HSE's Nuclear Directorate to maintain its performance as a world-class nuclear regulator, while responding to the challenges facing the UK nuclear sector in the future, we will implement the transition programme to establish a new, sector-specific, regulator to the nuclear industry.

Develop HSE's nanotechnology capability.

Nanotechnology and the use of engineered nanoparticles (EN) are important to the UK's future prosperity. However, there is a paucity of knowledge concerning the effects of EN exposure. To ensure we have the intelligence and guidance available to measure and control exposure to EN proportionate to the health risk, HSE will undertake further

research to improve understanding of the fire and explosion hazards associated with nanoparticles. We will also work with other countries under the umbrella of the Organisation for Economic Co-operation and Development (OECD) to develop

regulatory processes for nanotechnology. In addition, we will produce and distribute guidance on the manufacture and use of nanomaterials.

How HSE will monitor its performance against Objective 13

- » progress against each programme's milestones.

Objective 14:

To deliver improvements in safety standards through work with suppliers and other key stakeholders.

To progress this objective HSE will:

Work with key stakeholders, including international partners, to improve safety standards. Preventing the supply of potentially unsafe equipment or influencing better product design can significantly improve safety within the workplace. HSE will continue to work with those bodies best placed to bring about significant improvements in this area, including:

- » work with the Department for Business, Innovation and Skills (BIS) to explore how to stop possible defective, non-compliant or unsafe equipment from entering the UK **supply chain**. This will be achieved through liaison with auction websites and Her Majesty's Revenue and Customs (HMRC) and participation in key proactive cross-border projects targeted at key risk areas. Potential projects which will be agreed with BIS include safety of hand-power tools, safety of lift design in tower cranes and platform lift safety;

- » develop, as a key member of the European Market Surveillance System (ICSMS) board, the EU-wide information and cooperation system for **product safety**. This work will involve helping to 'train the trainers' with some key UK authorities such as Trading Standards staff who will now use the system; and
- » work with government departments, UK industry and international stakeholders to secure improvements in **European Standards** – particularly products and equipment associated with causes of work-related fatalities – falls from height and workplace transport. Areas of focus during 2010/11 will include ladders, fall protection PPE, and telehandler visibility.

How HSE will monitor its performance against Objective 14

- » revisions to standards implemented.

Objective 15:

To effectively deliver a number of specific statutory duties and other obligations on behalf of the Government.

To progress this objective HSE will:

Ensure the safe use of biocides, industrial chemicals, pesticides and detergents through the operation of regulatory schemes for identifying and managing chemical risks, and reducing those risks to levels that are acceptable to society. To assist in the delivery of this role, HSE will:

- » deliver a programme of work to implement the new **EU pesticides legislation** on sustainable use and the placing of plant protection products on the market, and contribute to the further development of the biocides, detergents and chemicals regimes;
- » complete active substance assessments and product authorisations for **biocides and pesticides** to time, cost and to a high standard;
- » monitor and report on levels of pesticide use, the presence of residues in food and the environment and their effects;
- » undertake effective compliance activities for pesticides and chemicals;
- » deliver the UK Registration, Evaluation, Authorisation and Restriction of Chemicals (**REACH**) competent authority function;
- » deliver the UK **Classification, Labelling and Packaging** of chemicals competent authority function; and
- » deliver the UK Designated National Authority role for the EU legislation on the import and export of dangerous substances.

Monitor the delivery of the Gas Safe Register and work through them and cross government to raise awareness of **gas safety and carbon monoxide risks**. We will also respond to recommendations for improvements in gas safety, in particular competency requirements and enforcement of gas safety legislation (**see Objectives 5, 8 and 9**).

Respond readily and effectively as required in response to civil emergencies. HSE has a duty as a Category 2 responder under the Civil Contingencies Act 2004 and (Contingency Planning) Regulations 2005, HSE's Nuclear Directorate is the equivalent of a Category 1 responder for nuclear incidents. We will continue to undertake a rolling programme to test regional major incident plans and

procedures. In addition, HSE will continue to participate in cross-government **civil contingencies** exercises, liaise with and provide support to other agencies in preparation for and response to civil contingencies, including public health and the functioning of public services and the utilities.

Provide appropriate Land Use Planning (LUP) policy advice and guidance. As a statutory consultee, HSE will continue to provide advice to Local Planning Authorities (LPAs) and Government in LUP around major hazard installations and pipelines. To improve LPAs' understanding of HSE's advice, we will hold seminars and/or workshops with local authorities to clearly explain HSE's role and processes. During 2010/11 there will be two to three seminars held in key regions and a major stakeholder event for risk experts, planners and academic institutions to share and explore societal risk developments by September 2010.

Undertake a review of HSE's role within LUP. HSE needs to ensure that its contribution to the LUP process reflects current thinking and takes into consideration not only public safety, but also economic and social concerns. The review will look at the relationships between the key parties for LUP, eg HSE, LPAs, Department of Communities and Local Government (CLG) and the Devolved Administrations to ensure that methods used to aid the decision-making process are agreed and accepted. The review will consider proposals arising from various reports, eg Buncefield Major Incident Investigation Board to ensure that, where appropriate, recommendations are incorporated into new ways of providing LUP advice. The review will also examine the current approach to risk communication to explore how HSE can ensure there is appropriate balanced consideration of low-probability, high-consequence events.

Take appropriate and proportional measures to address issues related to the management of high workplace temperatures. HSE will look at the options for clarifying employers' existing duties; will consider proposals for research on the long-term impact of daily exposure to heat, and encourage inspectors to highlight issues associated with working in high temperatures where appropriate. This work will be informed by the results of a regulatory impact assessment.

How HSE will monitor its performance against Objective 15

- » completion of active substance assessments and product authorisations to time (90% within stated processing times) and to cost (published fees and charges);
- » deliver all competent authority activities to time, cost and quality;
- » rolling programme of civil contingency exercises undertaken to agreed timetable;
- » requests for advice produced to time and relevant quality standards; and
- » level of LPA advice acceptance.

Objective 16: To be recognised as an effective and proportionate regulator.

To progress this objective, HSE will:

Reduce unnecessary administrative burdens on businesses as part of the Government's 'Better Regulation' agenda. We will implement the actions within HSE's fourth Simplification Plan, launched in December 2009 as part of its ongoing commitment to work with the Government in pursuit of its **Better Regulation** agenda. This highlighted the commitment to reduce administrative burdens by 25% by May 2010, from the 2005 baseline level, without reducing levels of health and safety protection. Work that will be undertaken in 2010/11 includes:

- » formal evaluation report on the introduction of an electronic template combining a health and safety policy statement and a risk assessment by May 2010;
- » implementation of a new website covering the Gas Safety (Installation and Use) Regulations by May 2010; and
- » removal of an outdated docks form by October 2010. This is estimated to save businesses £3.6 million (gross).

Use HSE's brand to refocus the perception of HSE as a reasonable, practical enabler. The current media reporting of excessive risk aversion is damaging to the reputation and effectiveness of the health and safety system as a whole. Unless we strive to reclaim the brand, people will not take the very necessary action to ensure that real risks are addressed.

An overarching communications strategy and delivery plan of how HSE will progress this are in the process of being developed for 2010/11 and beyond.

How HSE will monitor its performance against Objective 16

- » progress against and achievement of the Simplification Plan targets; and
- » improved reputation of HSE as measured by evaluation of stakeholder, MP, website and Infoline surveys.



Our Goal:

» To use our resources efficiently, to maximise our potential to affect positive change in the health and safety system.

The efficient and effective use of our resources in enabling the successful delivery of health and safety outcomes remains a key focus for HSE. We will continue to develop and invest in HSE staff so that it has the right skills and behaviours to bring about positive change in the health and safety system. We will invest in science to continue to improve the evidence base that we use to decide where to concentrate our efforts.

HSE's aim is to ensure that the delivery of all of our objectives is achieved through a sustainable use of resources that optimises value for money.

Our objectives to progress this aim are:

Objective 17:

To have the right people, in the right place, at the right time, possessing the right skills, knowledge and behaviours and performing the right roles.

To progress this objective, HSE will:

Maintain a committed, skilled and diverse workforce.

HSE needs the right people in the right numbers to meet ongoing business needs. To do this, we will maintain an effective recruitment capability including implementing an employer branding and communications strategy to support HSE in becoming an employer of choice in the recruitment market. We will also maintain staffing within affordable levels, ensuring that HSE has the operational capability to deliver its planned outcomes – where necessary we will use specialists to source scarce staff. HSE will publish its Single Equality Scheme in April 2010 and commence implementation of the scheme's actions to ensure that our policies and procedures encourage and value diversity.

HSE is committed to participating in the Government's apprenticeship scheme, both as a development opportunity for existing staff, and to give us an additional, flexible recruitment option to bring in younger workers. We already have three existing staff on apprenticeship schemes and plan to expand this further during 2010/11.

We are already working with DWP to build on and learn from their experience to inform how we can make further progress in the use of apprenticeships.

Improve the capability of HSE's staff. HSE needs people who are equipped with the behaviours, knowledge and skills to enable the organisation to fulfil its aims and whose expertise is recognised and respected by our stakeholders. To support this, we will continue to provide appropriate specialist training and apply a regulatory development needs analysis (RDNA) tool to provide structured and consistent delivery of professional development for our inspectors. The RDNA tool will be expanded to enable non-regulatory staff to benefit from its structured and consistent method of development needs analysis. To support HSE and local authority staff with delivering development needs that have been identified through the use of the RDNA tool, the web-based tool Guidance for Regulator Information Point (GRIP) will be further developed to ensure staff are signposted to current information, guidance and advice. We will also deliver targeted learning and development programmes to improve management and leadership capabilities.

Engage effectively with our staff. During 2010/11, we wish to ensure our employees fully understand our objectives, the progress we are making and how their role fits into making this happen. There will be a number of strands, which will contribute to this, including the provision of regular updates for staff on HSE's performance against the strategy, development of a toolkit to help managers communicate the strategy to their teams and delivery of an updated intranet site. In addition, following the HSE People Survey conducted in autumn 2009, we will take the outcomes forward, including providing updates to staff. We will also continue delivery of our 'better...together' initiative to develop a more collaborative organisation.

Manage the health and safety of our staff. Historically, sickness absence rates within HSE have been high. However, initiatives over recent years have made substantial improvements in not only the absence levels but also in managers' capability to manage complex sickness absence cases. This year HSE will continue to encompass a more

holistic and proactive approach to attendance management, focusing on the factors that can promote health and wellbeing. We will develop a specific wellbeing framework that encompasses feedback obtained from the recent People Survey. We will also seek to explore making better use of occupational health providers and other partners that can contribute towards a more engaged workforce.

We have made continual improvements in reducing the number of incidents to our staff. To maintain this trend we will continue to improve the arrangements for managing the health and safety of our staff as set out in the 2010/11 Corporate Health and Safety Plan, which will be done in consultation with our trade union representatives. We will seek to embed the consistent application of policies throughout HSE line management, and will review and update policies in key risk areas, including work-related road risk, lone working and violence and aggression.

How HSE will monitor its performance against Objective 17

- >> staff numbers maintained to agreed levels;
- >> quarterly review of health and safety incidents and sickness levels;
- >> implementation of Single Equality Scheme to deadline; and
- >> delivery of projects to agreed milestones.

Objective 18: To reduce our environmental footprint.

To progress this objective HSE will:

Develop and implement plans for reducing energy consumption, waste recycling and HSE's carbon footprint to meet government targets for sustainable operations on the government estate. HSE will develop a costed plan for delivering improvements in recycling, energy costs and other measures aimed at reducing HSE's carbon

footprint. In addition, as part of the property review process, we will establish a sustainability user group in which staff can contribute ideas and proposals for improving environmental performance at their office. In relation to IT, we are considering how better energy management systems can support delivery, and are considering including a requirement for improved energy efficiency in the specification for all IT.

How HSE will monitor its performance against Objective 18

- >> annual review of performance against government targets.

Objective 19:

To make efficient use of the available resources in support of delivering HSE's objectives.

To progress this objective HSE will:

Contribute to the key central government initiatives that aim to improve public services within the current fiscal constraints. These include:

- » the Operational Efficiency Programme (OEP) which aims to drive efficiency in public services in five key areas: back office operations and IT; collaborative procurement; asset management and sales; property; and local incentives and empowerment;
- » the Public Value Programme (PVP) which looks at options for transformational change in major policy areas of public spending and includes a review of arm's length bodies (ALBs); and
- » Smarter Government 'Putting the frontline first', which includes planned reductions in the Senior Civil Service in addition to further commitments to provide stricter governance of ALBs, to extend the Capability Review to ALBs, and requires back-office consolidation plans.

Undertake and analyse benchmarking reviews. HSE participated in the benchmarking exercise undertaken as part of the OEP in 2009, which included finance, human resources, information technology, procurement and estates. HSE will analyse the benchmarking data, identify areas for improvement and seek to implement improvement plans.

Continue to reform HSE's estate to improve its performance. HSE will continue to implement its strategy for reforming the estate, enhancing our approach to achieve better space utilisation and increased cost efficiency. Key actions will include a plan for making better use of our headquarters at Redgrave Court in Bootle and working with change management and design experts to ensure we create a high-quality working environment. We will continue our programme of office reviews, undertaking those scheduled for 2010/11, and making further recommendations for properties in five other HSE regions by March 2011. In addition, a review of facilities management arrangements will also take place for field offices during 2010/11.

Review opportunities for achieving better value for money through contractual arrangements. As contracts are due for renewal, HSE will seek to drive for improved value for money. During 2010/11, we will continue to progress a major retender of HSE's Information, Communication and Technology (ICT) services, ensuring that ICT supports efficient and effective delivery. In addition, HSE will progress the recommendations arising from the Consultancy Value Programme, with the objective of reducing consultancy spend.

Drive efficiency through improved business processes. HSE aims to accelerate and simplify service delivery through undertaking reviews and implementing changes to business processes. Examples of work HSE will be taking forward include implementation of a revised process for handling complaints and implementation of new e-procurement processes. Non-warranted staff deliver a crucial part of front line operational activity. HSE will be reviewing some of the roles these staff have and undertaking projects, for example reviewing use of Visiting Officers to support investigation and inspection activities to identify if greater efficiency and impact can be achieved.

Use our science, engineering and analytical evidence and expertise efficiently to support effective delivery of the strategy. The Government Chief Scientist requires Departments to improve the management of its investments in science. HSE will focus on improving the utilisation of research results and demonstrating the impact of research. We will also develop plans for improving the use of data and evidence, eg through impact assessments and evaluations. In October 2010, the annual science review of HSL will examine the quality outputs of fire, process safety and explosions research and support.

In addition, HSE will seek to improve the effectiveness of its scientific, engineering and analytical communications through provision of more articles for publication in well-regarded peer-reviewed journals. More of the peer-reviewed articles will draw on scientists' background knowledge and lessons learned from ongoing work.

How HSE will monitor its performance against Objective 19

- » improved benchmark results for areas covered by the OEP;
- » delivery of the Estates Strategy to agreed milestones;
- » office reviews conducted to agreed plans;
- » IS/IT retender project progressed to agreed milestones;
- » delivery and evaluation of pilot projects;
- » annual Science Report on delivery of the science plan;
- » HSE's response to the 2010 UK Statistics Authority audit;
- » assurance statements on validity of impact assessments from the Chief Economist; and
- » quantitative and qualitative improvements in the commissioning and completion of research projects.

Objective 20:

To safeguard the confidentiality, integrity and availability of information we hold.

To progress this objective HSE will:

Fulfil the mandatory requirements of the Security Policy Framework and Data Handling review. HSE will progress the priorities contained within its risk-based plan for improving information assurance. Our actions are based around four key themes of raising awareness, reducing information risks through technology, improving policies and procedures and building fit-for-purpose governance.

Key actions we will undertake in 2010/11 include:

- » the development and delivery of topical awareness campaigns, for example on clear desk policies and incident reporting;
- » implementation of the revised Information and Information Systems Strategy;
- » development and publication of updated policies in relation to key areas of information risk; and
- » devising and applying measures for assessing staff awareness of information management policies.

How HSE will monitor its performance against Objective 20

- » annual returns to Cabinet Office on HSE compliance against government standards;
- » implementation of actions to agreed milestones; and
- » monitoring level of reported incidents or security breaches.

HSE's income and expenditure 2010/11:

HSE's financial strategy in the SR2007 spending review 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 **(see Objective 19)**.

HSE's gross expenditure (excluding capital) in 2010/11 is planned to be £339 million.

	Outturn 2008/09 – £m	Forecast 2009/10 – £m	Budget 2010/11 – £m
Administration Expenditure ⁹	237.4	251.3	264.3
Programme Expenditure	67.1	78.9	74.7
Total Gross Expenditure	304.5	330.2	339
Income ¹⁰	(85.4)	(99.2)	(112)
Net Resource	219.1	231	227
Annually Managed Expenditure ¹¹	-	-	1.5
Total Managed Expenditure	219.1	231	228.5

9. Within central government, current 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 travel, IT and accommodation. HSE's staff are the main means of delivering its functions. Programme expenditure includes information and guidance and scientific support eg to incident investigation, and research.

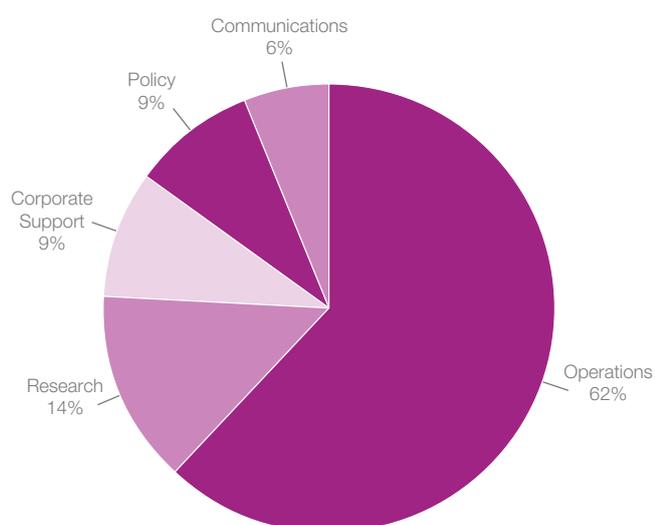
10. HSE recovers its costs for a wide range of services – mostly of a permissioning nature. Most fees and charges are set out in the Health and Safety (Fees) Regulations and are reviewed annually with the aim of recovering the full cost of providing these services. HSE's proposed fees are then discussed with the appropriate industry representatives along with audited trading accounts for the previous year.

11. HSE's provisions (eg dilapidations, early retirements) are now classified as annually managed expenditure.

Expenditure Allocation 2010/11

Figure 9 shows gross expenditure with overhead costs (estates, IS/IT, training etc) apportioned to the directorates that drive the spend.

Figure 9
HSE Gross Expenditure Forecast 2010/11 (post apportionment)



Staffing:

HSE will ensure that it has the operational capability to deliver its planned outcomes. We will continue to maintain the number of frontline inspectors at or above a level agreed as part of our financial settlement. Our expected total number of staff is as shown in the table below (see Objective 17):

	Actual, 1 April 2009 – FTEs	Forecast, 1 April 2010 – FTEs	Forecast, 1 April 2011 – FTEs
HSE	3201	3273	3320
HSL	390	386	393
Total	3591	3659	3713



For more information about the Health and Safety Executive, visit our website at www.hse.gov.uk.

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