

2016-2020

STATEMENT OF INTENT



VISION

THAT EVERYONE WHO GOES TO WORK COMES HOME HEALTHY AND SAFE

PURPOSE

TO TRANSFORM NEW ZEALAND'S WORKPLACE HEALTH AND SAFETY PERFORMANCE

VALUES

INTEGRITY: BEING FAIR, FIRM, AND CONSISTENT, SHOWING RESPECT FOR THOSE WE WORK WITH

COURAGE: STANDING UP FOR HEALTH AND SAFETY

RESPONSIBILITY: BEING ACCOUNTABLE FOR WHAT WE DO

ACKNOWLEDGEMENTS

WorkSafe would like to acknowledge the efforts of all the staff who contributed to this publication.

Whāia te iti Kahurangi, me he tuohu koe me he maunga teitei

Seek the treasure you value most dearly; if you bow your head, let it be to a lofty mountain

Presented to the House of Representatives pursuant to section 149 of the Crown Entities Act 2004



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Foreword



A handwritten signature in black ink that reads "Gregor D. Coster".

Professor Gregor Coster,
CNZM, Chair



A handwritten signature in black ink that reads "Ross Wilson".

Ross Wilson,
Deputy Chair

ON BEHALF OF THE BOARD, WE ARE PLEASED TO PRESENT THIS STATEMENT OF INTENT 2016-2020 FOR WORKSAFE NEW ZEALAND. NEW ZEALAND'S WORKPLACE HEALTH AND SAFETY LANDSCAPE IS RIPE IN TERMS OF THE MOTIVATION AND OPPORTUNITIES WE CAN HARVEST TO STRENGTHEN THE HEALTH AND SAFETY SYSTEM.

The Government laid out the foundations for transforming the health and safety system through the 2013 *Working Safer* blueprint. Critical to achieving a systems change were establishing a new health and safety regulator – WorkSafe; developing new legislation; and working together – with business, workers, and government agencies – to prevent injuries and harm at work.

WorkSafe has now been in place for two and a half years as New Zealand's primary health and safety regulator, dedicated to reducing injuries, fatalities, and work-related harm. We have been through a significant build phase and over the next few years we plan to consolidate our organisation as a smart, targeted, and engaged regulator working with our partners to transform health and safety in New Zealand. We will finish the build of specialist skills and capacity in our organisation, grow our evidence base on health and safety risks at work, and continue to focus on our work-related health capability and delivery. We are starting to see some early results¹ and aim to work with others to increase these impacts.

On 4 April 2016 the new Health and Safety at Work legislation came into effect. This has provided a significant opportunity to work with businesses and workers to ensure a new

way of thinking about health and safety. It is critical to continue using the platform of the legislation and regulations, and not to lose the momentum over the next few years, to improve understanding, skills, and health and safety practices in New Zealand.

Our strategic priorities guide our strategic direction: working smarter, targeting risk, working together, and strengthening our organisation. WorkSafe's core roles are to provide health and safety system leadership, education, and enforcement. We continue to develop and deliver the critical education part of our role, including through the provision of innovative and accessible education tools and support. We continue to focus on the effectiveness of enforcement practices to ensure we are transparent and proportionate. We will support our inspectors to have the capability, tools, and systems to undertake their functions well.

Our work plan is focussed on evidence-based targeting of health and safety risks at work, using the right intervention mix, influencing system leadership, building system capability, embedding the new regulatory framework, and consolidating our organisation. The 2016 Funding Review of WorkSafe provides an important opportunity for us to ensure we are delivering the types of functions that *Working Safer* envisaged and we are using levy payers' funding efficiently and effectively.

We are proud of our organisation and work and we are committed to working with New Zealanders to make good health and safety an intrinsic part of doing business.

¹ Rates of fatality and serious injury have been decreasing. See *Working Safer: Progress towards the 2020 target* (2016).

Our purpose

NOBODY GOES TO WORK EXPECTING TO GET HURT, SICK, OR KILLED.





WorkSafe New Zealand leads the national effort to transform New Zealand's health and safety at work and reduce the high death, injury, and illness rates arising from work. We are New Zealand's primary workplace health and safety regulator.

New Zealand is in the early stages of implementing the most significant reforms to health and safety at work in over 20 years (the *Working Safer* reforms). New Zealanders have the right to expect their loved ones to return home safely from work each day. Our role is to make this a reality by working with organisations and workers to embed the changes driven by *Working Safer* and the new legislation.

The social and economic cost of deaths, injuries, and ill-health arising from work is estimated at \$3.5 billion a year – but the real toll is paid by the families, friends, and co-workers of those who are killed and seriously injured.

Nobody goes to work expecting to get hurt, sick, or killed. But in New Zealand, far too many people do. Every year 50-60 people are killed in a work incident and 600-900ⁱⁱ more die early deaths as a result of work-related ill-health. This is unacceptable. Our health and safety record is nearly twice as bad as Australia's and three times worse than the United Kingdom's.

The way WorkSafe seeks to transform New Zealand's workplace health and safety performance – and how this connects to our longer-term goals for the health and safety system – is laid out in our strategic framework on page 14-15.

ⁱⁱ Ministry of Business, Innovation and Employment, *Work-related Disease in New Zealand* (Wellington, 2013).

What we do

WorkSafe’s role is to support workplaces to be safe and healthy by effectively identifying and managing risk.

We influence system change by targeting our effort where we can make the biggest difference, using a mix of education, engagement, and enforcement levers.

We lead and work alongside a number of other system players – including businesses, workers, other government agencies, industry associations, and the skills system – to influence the performance of the health and safety system.

We promote and educate on work-related health and safety. We provide information, tools, and guidance so that expectations are clear. We carry out a range of injury prevention activities with businesses, workers, and ACC. Our inspectors undertake workplace assessments and investigations to encourage improved health and safety at work, and to monitor and enforce compliance with the law. We support duty-holders to undertake self-reviews of their health and safety practice. For serious failures we take prosecution action where appropriate, ensuring that people are held to account for their health and safety responsibilities.

We are also the energy safety regulator: supporting the safe supply and use of gas and electricity in New Zealand with a particular emphasis on public safety and the protection of property. We engage with the community to provide advice on energy safety and also work internationally to promote regulatory alignment and high standards.



Our strategic direction



The Government's *Working Safer* blueprint provided the programme of change necessary to transform health and safety at work.

The Royal Commission on the Pike River Coal Mine Tragedy and the Report of the Independent Taskforce on Workplace Health and Safety concluded that there is no one problem and no one solution to improve the workplace health and safety system. Meaningful change requires investment, focus, and commitment from government, businesses, and workers together.

Working Safer is framed under three critical areas: working smarter, targeting risk, and working together – ultimately to work healthier and safer. These priorities, along with strengthening WorkSafe, form the strategic priorities that guide our organisation's focus and effort.

STRATEGIC PRIORITIES



Working smarter

We aim to **work smarter** by promoting accessible information, robust professional advice, and effective training so that more people in workplaces know what is expected of them in relation to health and safety at work, and how to take action. We aim to base our activity on the best available information on risks and their underlying causes, and evidence on what interventions work.



Targeting risk

WorkSafe **targets** its effort based on levels of risk. Businesses in high hazard industries, and sectors with common risks of acute, chronic, or catastrophic harm, will need to do more to manage their risk. Businesses with lower levels of risk will have less risk to manage to meet their responsibilities and will have minimal health and safety costs. Our harm-prevention activity is focussed on higher-risk industries, common risks across industries, and lifting health and safety capabilities in all businesses.



Working together

WorkSafe needs **everyone to play their role** in health and safety at work; we all have an interest in reducing work-related harm and death. For workplace leaders it is about effective safety governance, and for workers it is about engagement and participation; for everyone it is about effective collaboration on health and safety.



Strengthening our organisation

WorkSafe itself is continuing to **strengthen and consolidate our organisation**, ensuring that we have the internal skills, systems, tools, and technology needed to support a smart and capable regulator.

It is important that we are closely aligned with the Government's *Working Safer* vision if we are to help achieve the Government's goal of at least a 25% reduction in work-related fatalities and injuries by 2020.

Our strategic priorities are further supported by six areas of focus:

1. Evidence-based targeting of risk at all levels: system (cross-cutting), sector, regional, company, and catastrophic harm.
2. Using the right intervention mix (engaging, educating, enforcing) for the issues identified.
3. Influencing system leadership – aligning partners, agencies, and sector leaders to improve the health and safety system.
4. Building overall health and safety system capability – supporting health and safety capability and enabling worker participation.
5. Implementing the new regulatory framework.
6. Consolidating our organisation.

Our medium-term objectives to 2020 are clear. By focussing on these six areas **New Zealanders will see from their health and safety investment:**

- > a significant reduction in fatalities, injuries, and work-related harm arising from work in New Zealand
- > businesses and other workplaces taking responsibility for health and safety and improving their management of health and safety risk
- > government agencies and industry working collectively and more effectively towards health and safety system change
- > greater capability of those working with, and advising on, health and safety risks
- > an effectively embedded regulatory system
- > WorkSafe operating as an effective and efficient organisation - making a positive difference for New Zealand's workplaces and making the most of levy payer resources.

Ultimately, our work contributes to the Government's goal of a competitive and productive New Zealand. Good workplace health and safety is an investment in good business. It supports business through better productivity and reliability, and having an engaged workforceⁱⁱⁱ.

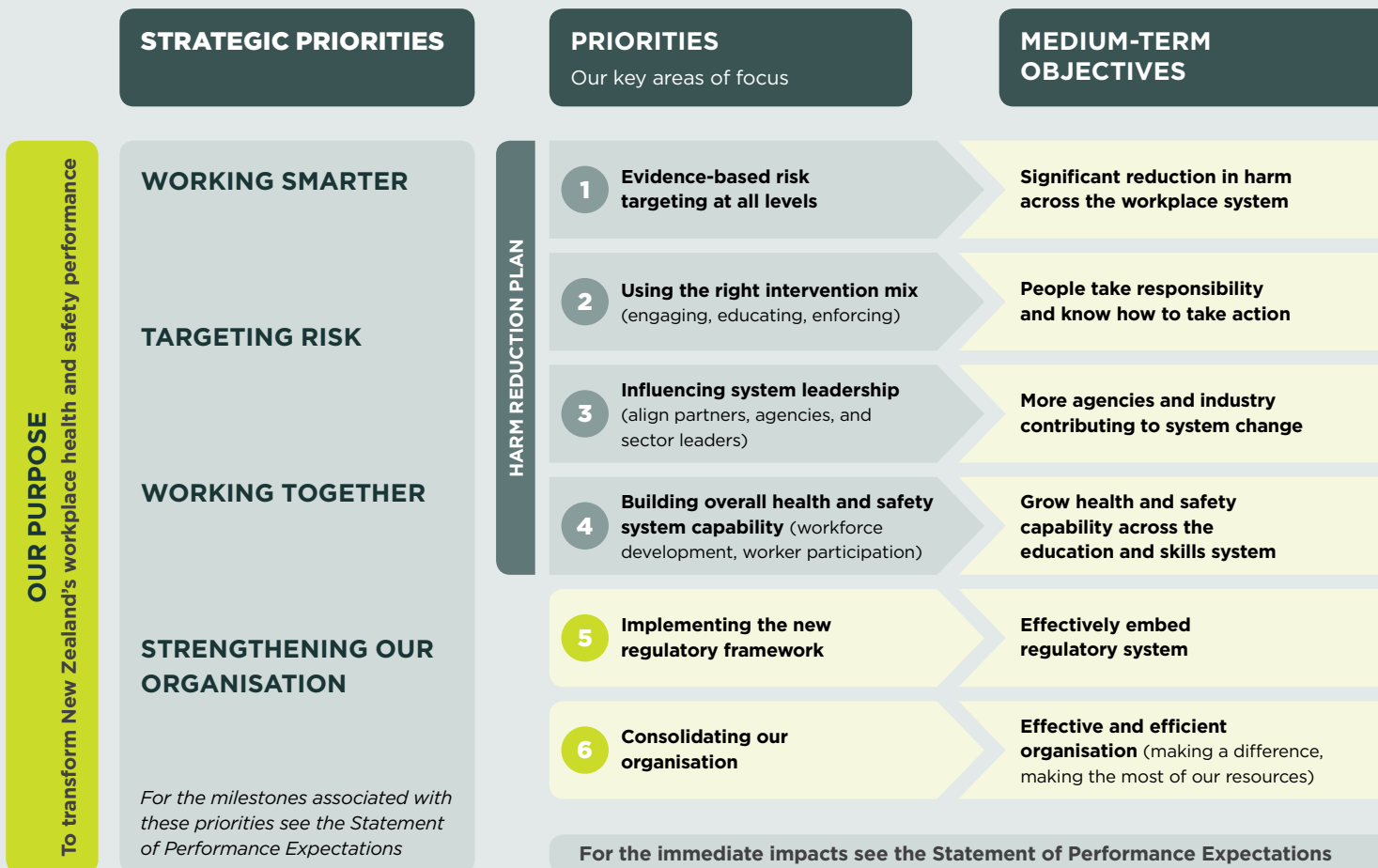
ⁱⁱⁱ Ministry of Business, Innovation and Employment, *Working Safer: A blueprint for health and safety at work* (Wellington, 2013), p8.





Our strategic direction

WORKSAFE'S STRATEGIC FRAMEWORK



Our strategic framework is set out below and is informed by the Government’s *Working Safer* blueprint to transform health and safety at work in New Zealand.



Our priorities



1

Evidence-based risk targeting at all levels

We work with all key players in the workplace health and safety system to create an effective, self-sustaining health and safety system.

There is a diverse array of workplaces in New Zealand, including 500,000 businesses and a multitude of public sector and non-governmental organisations. Workplaces often involve complex contractual and employment relationships, and work sites can involve workers from multiple organisations (eg people on a construction site often come from a variety of companies). Inevitably health and safety risks arise from work. The biggest gains will come when those who create risk adequately control it.

Given WorkSafe cannot work with every business or sector individually, we take a smart, targeted, risk-based approach to harm arising from work by focussing on the areas where we can have the most impact. We target our effort using data, research, and evaluation to understand where harm is occurring, the causes of harm, and which interventions are most likely to have an impact.

In the past few years most effort has been placed on four industry sectors – construction, manufacturing, agriculture, and forestry. These are the sectors with the greatest number of fatalities and severe injuries. They also have significant work-related health issues and there is a mixed understanding of exposure to the different health hazards in these sectors.

For these reasons these four sectors continue to remain a focus of our work, along with our established stakeholders. Progress towards reducing harm in these sectors is closely tracked through our performance framework.

We know, however, that focussing on these areas alone will not reach the Government's targets. To reduce fatalities and injuries to workers by at least 25% by 2020, and to ensure that businesses and workers benefit from our efforts to help keep them safe, we need to broaden our approach.



HARM REDUCTION PLAN

We are partnering with ACC on a joint injury prevention plan, *Reducing Harm in NZ Workplaces - An Action Plan 2016-19*, that extends our focus to risks that are common across many sectors (eg working in and around vehicles), and on system-wide workplace issues that need to improve (eg worker participation and workforce development). This includes looking at how, and where, WorkSafe and ACC collectively spread our effort and use our respective skills, tools, and levers for the biggest impact.

Our Harm Reduction Plan (the HRP) focus areas are summarised below as risk-based

and system change programmes. A crucial focus for our work is on ensuring that we have good data on all forms of work-related harm and their causes. We are drawing together operational intelligence and data from WorkSafe, ACC, other agencies, and businesses to target our effort on the areas of greatest impact. We then use research, surveys, evaluations, and other information from both New Zealand and overseas to determine which interventions will have the best chance of success, and plan to monitor and evaluate all significant initiatives under the HRP. The HRP will be finalised in July 2016.

FOCUS AREAS FOR THE HARM REDUCTION PLAN 2016-2019

| | | | | | |
|--|---|--|---|---------------|-----------------------------------|
| Risk-based programmes | Sector-specific programmes | | | | |
| | Focussing on key injury risks in sectors that represent 54% ^{iv} of severe injuries in New Zealand | | | | |
| | Agriculture | Construction | Forestry | Manufacturing | Health care and social assistance |
| | Cross-industry themes | | | | |
| Areas where risk is across multiple industries. Programmes will focus on high- and medium-risk industries (where appropriate) initially and then across all industry groups affected by the risk | | | | | |
| | Slips, trips, and falls | Working in/ around vehicles | Body stressing (manual handling) | Clean Air | High-incidence businesses |
| System change programmes | General education and awareness-raising | Legislation | Leverage the opportunity of the Health and Safety at Work Act 2015 to support businesses to make changes to address their health and safety risk | | |
| | | Small businesses | Reduce barriers to adopting good health and safety practices in small business | | |
| | | Culture change | Provide an ongoing platform to encourage the understanding of the need for change and why work-related health and safety is important | | |
| | | Safety Star Rating | Pilot an approach to assessing a business' health and safety practice and culture and make decisions around the future of the initiative | | |
| | Economic incentives | Economic Incentives Strategy | Design a set of economic incentives that support/drive improvement in the health and safety system | | |
| | Enabling | Workforce development/ Safety governance | Support businesses to have accessible and competent advice on health and safety, and to ensure that vocational training for high-risk areas has effective health and safety training within it | | |
| | | Worker Participation | Support business and workers to understand the important role workers play in managing health and safety, and undertake initiatives that encourage better participation and support for at-risk workers | | |
| Monitoring and evaluation framework and programme | | | | | |

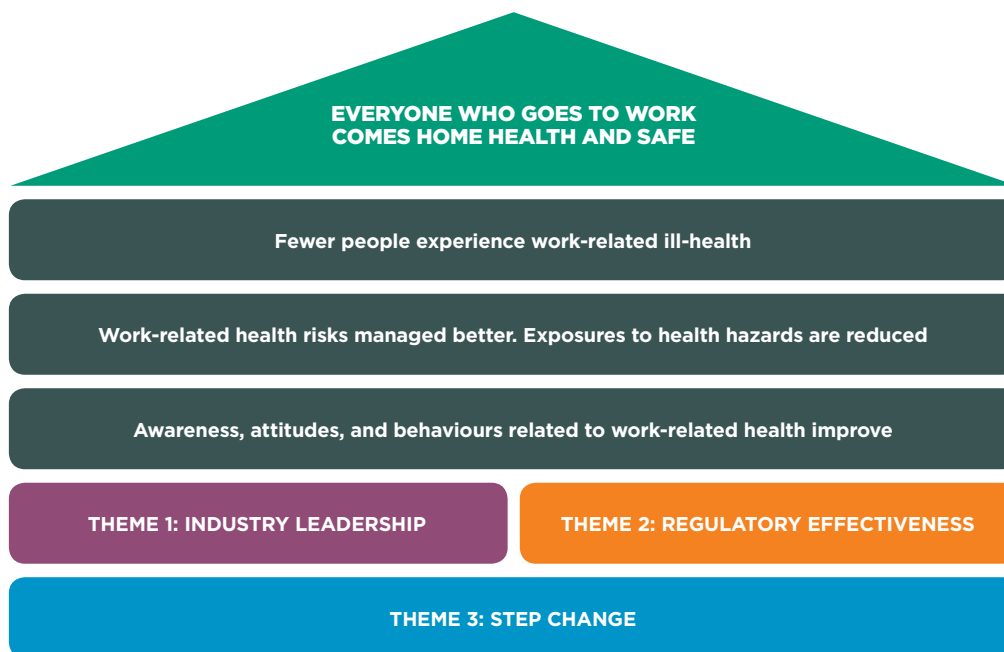
^{iv} Data provided by ACC.

WORK-RELATED HEALTH

Too many New Zealanders are exposed to harmful health hazards at work, but awareness of potential harm is very low^v. We are increasingly clarifying our thinking on how to address this type of workplace harm, including with the amplified focus on health in the new Health and Safety at Work regime.

We define work-related health as being ‘the effects of work-on-health and health-on-work’ and our emergent plan for this area focusses on three key themes of industry leadership, regulatory effectiveness, and targeted interventions, covering a range of factors that are associated with work-related health. We will, over time, focus on a range of work-related health risks (‘work-on-health’), including physical, chemical, and psychosocial risks, as well as health-related safety risks (‘health-on-work’) such as potential impairment from fatigue.

PERFORMANCE FRAMEWORK FOR WORK-RELATED HEALTH



^v Ministry of Business, Innovation and Employment, *Work-related disease in New Zealand*, (Wellington, 2013).
NOHSAC: Pearce N, Dryson E, Gander P, Langley J, Wagstaffe M, *National profile of occupational health and safety in New Zealand. Report to the Minister of Labour*, (Wellington, 2007).



We are pleased with our initial progress, particularly in Canterbury, the High Hazard sectors, the Clean Air programme, and increasing our assessments focussed on health. This work will continue. We have also established a work-related health target on asbestos-related disease (see the strategic framework on page 14-15).

We are completing a more comprehensive strategic plan for our activities, then developing a performance framework for work-related health. The diagram to the left outlines this at a high level. This framework links our work-related health activities with the desired improvements in awareness, attitudes, and behaviours and, ultimately, changes in risk management and worker exposure to hazards.

Over the coming years we will identify and create information sources to monitor changes in our system targets, namely work-related disease deaths, severe work-related ill-health, and other types of work-related ill-health.

HAZARDOUS SUBSTANCES

We are working to support the safe management of hazardous substances (eg industrial chemicals and fuels) to protect workers from the risks of acute and chronic harm from these substances (for catastrophic harm see below).

Alongside the Ministry of Business Innovation and Employment (MBIE), the Ministry for the Environment and the Environmental Protection Authority (EPA) we are working to improve the regulatory regime for hazardous substances and raise greater awareness among workplaces on how to manage hazardous substances. We are also focused on implementing improved service delivery arrangements, particularly with the EPA. We are developing our inspectorate capability to effectively monitor safe work practices involving hazardous substances, supported by integrated intervention design.

CATASTROPHIC HARM

WorkSafe also proactively engages with industries where there is the potential for rare but potentially catastrophic events (ie affecting a large number of workers, the neighbouring community, or essential services).

In the shadow of the Pike River tragedy, New Zealand now has a more rigorous regulatory approach in place for high hazard sectors and facilities (not only for mining but also for quarrying, tunnels, and petroleum). We are also working with rail operators with a view to significantly improving safety practices relating to tunnels involving passenger trains.

The high hazard regulations place responsibilities on operators. This includes the need to create their own safety plans and follow them (called safety cases and principal hazard management plans).

We have a dedicated High Hazards Unit, comprising a skilled group of technical managers and inspectors who are building experience and engagement with the industries listed above, and also the geothermal sector. Our focus is on significant safety improvements over the coming years.

We have built our Major Hazard Facilities (MHF) functions to implement the new Health and Safety at Work (Major Hazard Facilities) Regulations and the hazardous substance regulations coming into effect later in 2016/17.

Through our managers and specialist inspectors we continue to engage with sector leaders and individual operators on their regulatory responsibilities and what the different regulations mean in practice. As the quality of our guidance improves and we engage further on what good practice looks like, we expect high hazard operators to improve their capability to manage risks effectively.

WHY A DIFFERENT REGULATORY APPROACH FOR HIGH HAZARDS?

High hazard sites are often based on complex, technical systems requiring a different regulatory approach from those used in other areas. Emerging risks are less likely to be easily seen on high hazard sites (eg compared with a forestry block or manufacturing site).

Because of this there needs to be close monitoring of systems or barriers to prevent catastrophes. There is a focus on early-warning 'precursor' events (eg small leaks from pipes or gas accumulating underground) so that unsafe events can be averted. There is a regulatory requirement for operators to notify WorkSafe of these events.

It is estimated that 150,000 organisations work with hazardous substances in New Zealand. While the majority do not meet the threshold for an MHF, there remains a need to take extra precautions with work involving, or close to, these substances. We are identifying areas of greatest risk to inform our priorities, intervention design, and capability needs as they relate to the potential for catastrophic harm.

LOWER RISK BUSINESSES

We aim through our educative material (including myth busting) to ensure that all businesses, including those that are lower risk, take a proportionate approach to health and safety. This includes only taking necessary actions in relation to health and safety.

2

Using the right intervention mix (engaging, educating, enforcing)

WorkSafe's primary interventions are engaging positively with those who influence work, educating about what good health and safety looks like and how to take action, and enforcing – where appropriate – to ensure that duty-holders are held accountable for their responsibilities.

We want to make it easier for businesses to work with us. We expect all our interactions to include education and positive engagement, even if enforcement action is required. A careful balancing is needed between these roles; our challenge is to ensure that our interventions are not mutually exclusive, but in combination support good health and safety practice at work.

ENGAGEMENT

Engagement is a cornerstone of our intervention approach. Building effective relationships – whether at a sector, firm, or individual level with customers, stakeholders, and government partners – is critical to working collaboratively and effectively on issues relating to health and safety at work.

Our approach focusses on building relationships to help shift attitudes to health and safety beyond 'tick-box' compliance. We seek meaningful interactions that establish a sustainable approach to good health and safety practices, whether or not the regulator is 'watching'.

We work proactively with high-priority sectors: those with the highest incidence of work-related injuries, health issues, and fatalities. Industry leaders, peak groups, and professional bodies are key partners through which we seek to better understand specific sector issues and collaborate to influence change. We understand that change is not possible without sector and business leadership.

With larger, more complex organisations we aim to take a coordinated approach working at different levels of the business – locally, regionally, and nationally – to support change within the business.

We also recognise that, for many customers, their most likely engagement with us will not be face to face but through our other channels such as phone, email, digital, or social media. WorkSafe aims to ensure that, however connections are made, people's experience of us is consistent, relevant, and productive.

We are focussed on creating a customer-centric experience that ensures our channels are accessible, available, timely, and relevant. We also want the design of our supporting processes to facilitate the right outcomes for people – whether they require information or want to raise a query or concern. Continual monitoring of our channel performance and feedback from our customers underpins continual improvement in these areas.

EDUCATION

Education is critical so that people understand why health and safety is important, including how good health and safety practice supports effective business management. It also enables people to understand what they need to do to have effective health and safety practices. Without the right information and support people may not make this shift; they may not comply effectively or efficiently, or may respond to inaccurate advice.

The new legislation provides an important opportunity to work with New Zealand workplaces to identify and manage health and safety risks. Our work includes targeted, tailored workshops, seminars, educative tools, formal guidance, sector-specific collaborations, and online channels to reach different audiences. These engagements are fundamental to WorkSafe's educator role and working in partnership with New Zealand workplaces. Beyond the legislation, we are developing a range of targeted tools and information, ranging from formal approved codes of practice and guidance to case studies, YouTube clips, and other interactive tools.

Safety Star Rating (SSR) forms part of WorkSafe's education approach. The initiative is being designed for businesses to obtain independent, qualified assessments and assurance that they are meeting good health and safety practice, supporting behaviour change. It is proposed to be a premier

product in health and safety standards and assessment. For businesses managing health and safety to a high level, it is being designed to help provide recognition, reward, and assurance. SSR is being piloted and decisions will be made about its future over 2016/17.

ENFORCEMENT

Our enforcement style and decisions must be consistent. The new inspectorate practice framework supports guided discretion and consistent, proportionate practice – so that WorkSafe's decisions are trusted and authoritative. The enforcement decision-making tool has criteria used to match the response from inspectors (from advice through to prosecution) to the potential for harm.

Our enforcement approach is clear and transparent. The Health and Safety at Work Act 2015 (HSWA) introduces new duties and expectations, including officer due diligence, overlapping PCBU^{vi} duties, upstream PCBUs, and worker engagement, participation, and representation. We provide clarity on when we will take enforcement action through our enforcement and prosecution policies.

^{vi} A person conducting a business or undertaking. While a PCBU may be an individual person or an organisation, in most cases the PCBU will be an organisation (for example, a business entity such as a company).

3

Influencing system leadership

(align partners, agencies, and sector leaders)

WorkSafe aspires to be a health and safety system leader – influencing and leveraging health and safety opportunities across the wider system. This includes partnering with other government agencies and sector leaders, and how we leverage wider institutions and structures (eg the skills and education system).

Leadership does not always mean leading from the front. Where other agencies have relationships, skills, or other influence in an area, WorkSafe actively supports them to lead (eg through building health and safety capability in the education and training system).

We encourage agency alignment with overarching health and safety goals and coordination across the system (reducing gaps and duplication). We think carefully about how to make the best use of combined agency skills and resources.

We have been partnering with agencies that are critical to implementing the new legislation and making system changes. We are working with ACC on joint initiatives via the HRP and SSR. We are developing the new regulatory regime with MBIE, and implementing the new regime alongside the Civil Aviation Authority (CAA), Maritime New Zealand, and the EPA. At the same time we are seeking to strengthen our working arrangements with each of these organisations.

Two practical examples of system leadership include supporting the NZ Transport Agency with its regulatory work, including its focus on tunnel safety, and our Energy Safety Team promoting awareness of HSWA and its prevalence in the broader energy regulatory environment.

We are also working with the State Services Commission and MBIE to support public sector agencies to improve health and safety. This includes convening a group of chief executives from high-risk agencies to focus on common risks and control/mitigation strategies; supporting a chief executive community of interest on health and safety leadership; and engaging with public sector leadership teams.

We will progressively engage at all levels with government agencies. We take a differentiated approach to our level of effort, balancing resources and priorities based on whether agencies are partner health and safety regulators; regulators with areas of potential health and safety synergies (eg MBIE's labour inspectorate, Immigration New Zealand, and Inland Revenue); or agencies that conduct high-risk activities or have considerable influence over supply chains.

An important feature of system leadership is working in partnership with Māori, both as workers and also as influential PCBUs in their own right. WorkSafe's Māori Strategy, Maruiti

2025, sets out a pathway to address issues facing Māori people at work as identified in the Report of the Independent Taskforce, He Korowai Whakaruruhau. The report identified that Māori workers are more likely to be seriously injured at work and are overrepresented in industries with higher rates of injury and illness.

Maruiti 2025 outlines our intention to work with Māori rūnanga, trust boards, and post-settlement governance entities as well as a range of other Māori groups, leaders, and businesses to address health and safety issues.



4

Building overall health and safety system capability (workforce development, worker participation)

Effective health and safety management requires business leaders, managers, and workers to have sufficient knowledge and skills to identify and manage health and safety risks in their work. It also requires the right capacity and capability of professionals to advise businesses to manage risks in an efficient and effective way.

The delivery of a workforce development plan is fundamental to this. The plan's deliverables are two-fold. First, it identifies the capability and capacity gaps correlating to serious work harm. Second, it outlines how WorkSafe can influence and work with other system stakeholders to implement education and training interventions to bridge skill gaps.

Other ways we are building system capability are through:

- > Participating in the Targeted Review of Health and Safety Qualifications and Unit Standards to ensure that there are robust training and qualifications for health and safety. This includes continuing to deliver unit standards needed under the new law.
- > Supporting the Health and Safety Association of New Zealand (HASANZ) and other professional bodies to develop robust competency frameworks and a

register of professionals, and undertake initiatives to encourage business demand for robust advice.

- > Continuing to partner with the Business Leaders' Health and Safety Forum and Institute of Directors to develop safety governance guidance and support.

Strengthening worker engagement, participation, and representation is a priority. We want to grow a culture of collaboration and shared responsibility between businesses and workers on health and safety. Strong worker engagement and participation leads to healthier and safer workplaces. It is also good for business performance and productivity because it helps inform better decisions. When workers are part of shaping healthier and safer work systems, they can suggest practical, cost-effective solutions, and are more likely to make them happen in practice.

Over the next four years we want to engage with partners and stakeholders in gathering more information and insights on what else can be done to support worker engagement and participation. We will also increasingly ensure that our initiatives (especially sector initiatives) encourage worker participation and engagement.

5

Implementing the new regulatory framework

HSWA is an important plank in the Government's *Working Safer* blueprint. It recognises that an effective health and safety system relies on participation, leadership, and accountability by government, business, and workers. WorkSafe gives effect to the legislation by explaining key HSWA concepts (and dispelling myths), promoting improved health and safety at work, and monitoring and enforcing compliance (holding those with health and safety responsibilities to account).

While the legislation is now in place, the regulations under it transition in at different times, and more change is planned over the next three years. Implementing and embedding the new law will be a continued focus for WorkSafe over the next few years.

The legislation is the start of the change that needs to happen in New Zealand workplaces. Real difference needs to start with changing attitudes and behaviours towards health and safety. Everyone has a role to play. HSWA recognises that each business or PCBU creates some form of risk and is in a position to manage that risk.

A commitment to safe and healthy work delivers better staff engagement and higher productivity. These are factors that ultimately contribute to the Government's Business Growth Agenda through a competitive and productive New Zealand.

WORKING TOGETHER ON HEALTH AND SAFETY



6

Consolidating our organisation

WorkSafe continues to mature as an organisation - increasingly transitioning from establishment towards a more steady operating state. In our first two years we focussed on creating our organisational structure; building our internal capacity and capability (more than 550 staff); identifying external priority areas, targets, and our intervention approach; and creating the systems, tools, and processes to support the organisation to operate.

The 2015 Targeted Independent Review of WorkSafe^{vii} identified that we are now ready to embed our whole-of-organisation functions (strategy, engagement, operational policy, and intelligence) and further consolidate the organisation. Some corporate functions like human resources have already reduced, reflecting the slowdown in recruitment and consequent training load as we approach our optimal workforce level.

The 2016 Funding Review of WorkSafe is examining both the effectiveness and efficiency of WorkSafe's functions, including corporate services. We will outline our longer-term workforce strategy - our approach to staff recruitment, retention, and reward, right-sizing functions, and rationalising shared services arrangements with MBIE.

We will consider economies of scale where appropriate, alongside any services that need tailoring to WorkSafe's needs.

We are making the most of the new regulatory framework to examine how we best use, and continually improve, our proactive assessments, education, behaviour change promotion, sector-support initiatives, and incentives. There will be more extensive operational practice support for inspectors, and our new ICT system will facilitate better-quality information about workplaces and our engagement with them. This will be accessed by inspectors and managers to plan, target, and monitor work.

To meet the Government's expectations for a smart, efficient, and agile regulator our commitment is to ensure that WorkSafe's resources are used efficiently and adjusted to emerging issues in our operating environment. We look for ways to improve how business is done and deliver value for levy payers' investment in health and safety.

Our Organisational Strategy set out on page 35 lays out our internal pathway - the critical capabilities and building blocks we need to help us reach our external goals.

^{vii} Targeted Independent Review of WorkSafe New Zealand Review undertaken by Doug Martin and WorkSafe New Zealand's Response (Wellington, 2016) www.mbie.govt.nz/info-services/employment-skills/workplace-health-and-safety-reform/document-and-image-library/Targeted%20independent%20review.pdf

What success looks like



WorkSafe's strategic direction is closely aligned with the Government's *Working Safer* blueprint.

Ultimately, we contribute to the Government's Business Growth Agenda through supporting skilled and safe workplaces and a more competitive and productive New Zealand. WorkSafe contributes by supporting the overall health and safety system to make our workplaces safer and more productive and to make our workforce healthier and more productive.

We use performance indicators and measures to understand how we are making progress towards our goals, including the Government's target of at least a 25% reduction in work-related fatalities and injuries by 2020.

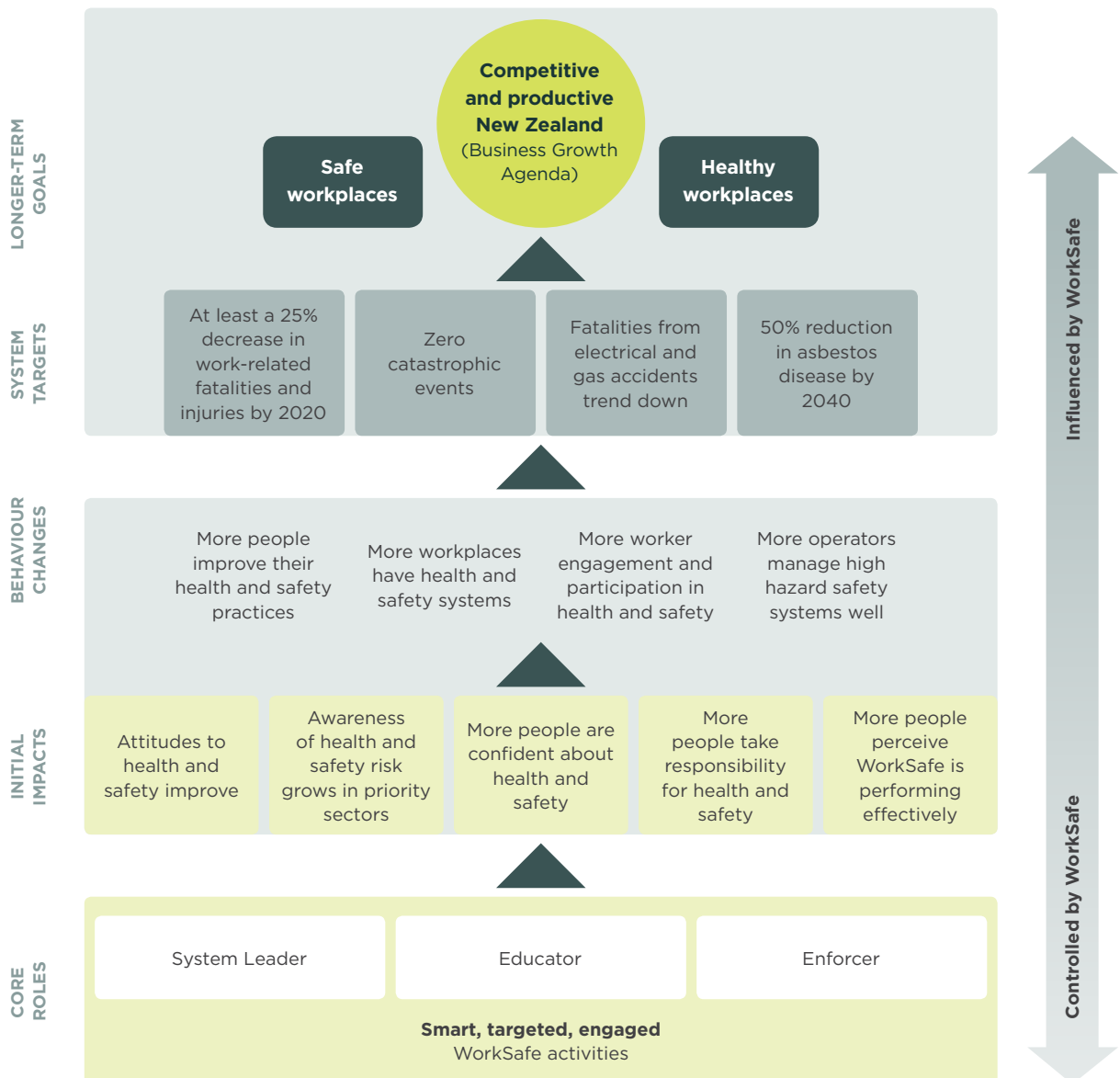
In the medium term we want workplaces to effectively manage health and safety risks and to effectively manage high hazard safety systems. If this is happening we expect to see at least a 25% reduction in work-related fatalities and serious injuries, zero catastrophic events, and fatalities from electrical and gas accidents trending down.

In the longer term our goals are safe workplaces, healthy workplaces (with a 50% reduction in asbestos disease by 2040), a self-sustaining and effective health and safety system, a positive health and safety culture, and an effective and efficient health and safety investment for New Zealand (in all agencies that support workplace health and safety).

Health and safety system change cannot be achieved by WorkSafe alone. We will be working closely with others (including through the HRP) to develop shared goals for the health and safety system. These will be reflected in our subsequent strategic framework.

Our detailed performance measurement framework (including the immediate impacts we seek and measure) is provided in our annual Statement of Performance Expectations.

WORKSAFE'S PERFORMANCE FRAMEWORK



IN FOUR YEARS' TIME WE WILL KNOW THAT WE ARE SUCCESSFUL WHEN...

... New Zealand has continued to see downward trends in work-related fatalities and serious injuries^{viii}, electrical and gas fatalities, and asbestos disease, and has had zero catastrophic events. We know there is still a long road ahead. In Britain it took two decades to halve the fatal injury rate after major reforms.

OUR FOUR-YEAR EXCELLENCE HORIZON

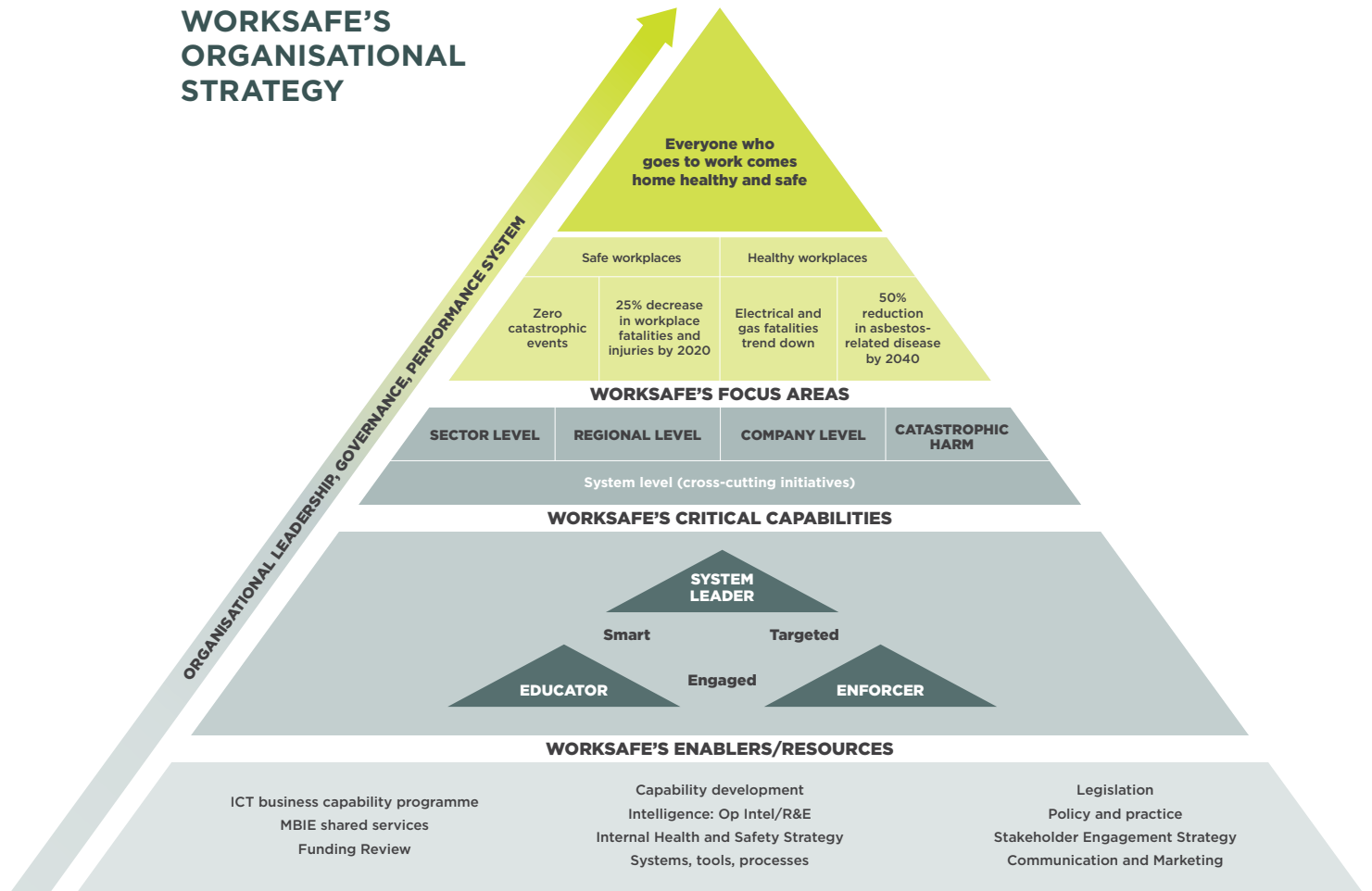
We have recently developed our four-year excellence horizon, defining what future success looks like for WorkSafe, our current state, and the critical capabilities we need to build. This is summarised in our Organisational Strategy model on the right.

The model sets out how we use our enablers and resources to build our critical capabilities, target risk externally, and in turn reach our long-term goals and vision.

The strategic framework diagram on pages 14-15 includes an internal-facing priority of 'strengthening our organisation'. In the medium term we want to consolidate our organisation and be effective and efficient (making a difference and making the most of our resources). Our Organisational Strategy helps us to frame this work.

^{viii} Including maintaining the Government's targets of reducing work-related fatalities and injuries by 25% by 2020.

WORKSAFE'S ORGANISATIONAL STRATEGY



Organisational success means we are undertaking our roles of health and safety system leader/ influencer, educator, and enforcer effectively, while working in an engaged, smart, and targeted way. We need to concurrently apply these capabilities at system, sector, regional, and company levels to align with the Government's vision for a capable regulator that uses a range of levers to deliver health and safety system outcomes.

In four years' time we will have further evidence of our success if we see the external and internal features in the table below.

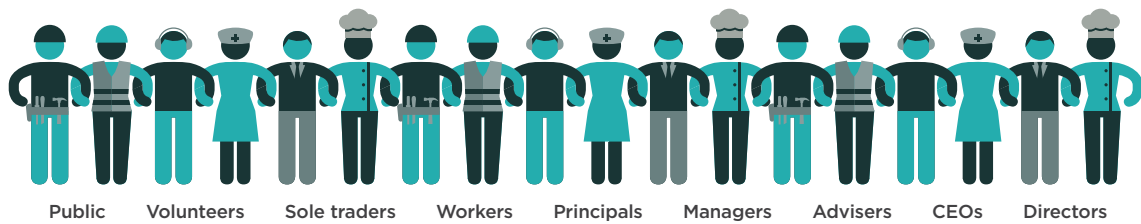
| | EXTERNALLY | INTERNALLY |
|----------------|---|---|
| Our core roles | Awareness and attitudes towards health and safety improve. More people are confident about health and safety, know their responsibilities, and understand what good health and safety practice looks like | System leader <ul style="list-style-type: none"> > Understand big health and safety picture and how to leverage the system > Earned authority to operate > Partner to achieve system goals |
| | More workplaces develop a positive health and safety culture and are appropriately incentivised to manage health and safety risks | Educator <ul style="list-style-type: none"> > Strategic, targeted, clear education > 'User-centric' > Innovative delivery |
| | More workplaces improve health and safety, drawing on the guidance, tools, and resources available to support them | Enforcer <ul style="list-style-type: none"> > Compelling enforcement narrative > Doing what's right, not what's easy > Consistent and capable enforcement approach |
| How we operate | There is more alignment, connection, and coordination among different players in the health and safety system, with clear and shared goals for system improvement | Engaged <ul style="list-style-type: none"> > Targeted, tailored, relevant engagement > Consistent, values-driven WorkSafe experience > Two-way feedback and continual improvement |
| | WorkSafe is perceived as performing effectively | Smart/Targeted <ul style="list-style-type: none"> > Intelligence-led and risk-based analysis > Right effort and focus at system, sector, regional, and company levels > Credible decisions |

The Statement of Performance Expectations sets out the core activities that WorkSafe will undertake through its system leader, educator, and enforcer roles. These activities collectively help WorkSafe to contribute to the immediate impacts we seek in the health and safety system.

Our stakeholders



ALL NEW ZEALAND WORKPLACES HAVE HEALTH AND SAFETY RESPONSIBILITIES



OUR CUSTOMERS

Our customers are primarily people in New Zealand’s workplaces, ranging from workers who are protected from harm through regulatory effort to PCBUs with responsibilities to provide protection.

OUR STAKEHOLDERS

Our stakeholders and partners are groups affected by, interested in, or influencers of health and safety. If we engage well, these groups can help (and in many cases already are helping) to shape and deliver health and safety messages and interventions with a higher chance of success than we would alone.

For the time being our stakeholders are broadly grouped as strategic stakeholders and influencers, and public sector partners, as below.

| STRATEGIC STAKEHOLDERS AND INFLUENCERS INCLUDE... | PUBLIC SECTOR PARTNERS INCLUDE... |
|---|---|
| <ul style="list-style-type: none"> > Business Leaders’ Health and Safety Forum > BusinessNZ > New Zealand Council of Trade Unions > Community > Professional advisers > Sector peak bodies > HASANZ > Industry Training Organisations > Iwi | <ul style="list-style-type: none"> > ACC > CAA > EPA > Maritime NZ > MBIE > business.govt.nz > New Zealand Police > Ministry of Defence > Ministry of Education/ New Zealand Qualifications Authority > NZ Transport Agency > Ministry for Primary Industries |

Our people



We know that in order to make a difference in New Zealand workplaces, **WorkSafe has to be a productive, healthy, and safe place to work.**

We are building a culture that enables us to attract and retain the best people by ensuring that our values of integrity, courage, and responsibility are at the core of what we do and are reflected in everyone's work. We want WorkSafe to be regarded as a great place to work and we will continue to engage with our people to understand what we do well, and what we can do even better.

WorkSafe is committed to strong internal health and safety – it is an integral part of our culture. This is reflected through communication, education, and the participation of all our people. We support individuals to take responsibility for, and actively manage, their own health and safety risks.

We support our managers with a structured leadership development programme to help them lead effectively. Our new talent programme supports career progression, development planning, succession planning, and talent management at an organisational level. All participants have the opportunity to receive targeted, meaningful feedback from our senior leaders.

Our Inspectorate Capability Development Programme includes traditional classroom-based training, online learning, and structured on-the-job learning. This blended approach reflects best practice for embedding learning in the workplace and performing well. The robust learning framework also supports career development. WorkSafe is also part of a governance and working group reviewing the New Zealand Regulatory Compliance Sector Qualifications and developing learning solutions to support new qualifications.

Our aspiration is to be a high-performing organisation with a workforce that reflects the wider community and its diversity. Our medium-term strategy is to attract workers with the right skills from more diverse backgrounds in terms of age, gender, and ethnicity. We are also building a culture that actively engages staff in problem-solving, decision-making, and improving our operations. We monitor key recruitment statistics and strive for a recruitment process that is free from all bias.

We have a number of policies in place to support staff, including information and expectations about health and safety, leave, pay, performance, conduct, bullying, recruitment, and flexible work.

We engage with our employees and the New Zealand Public Service Association (which represents approximately 40% of our workforce) to comply with good employer provisions and support the provision of equal employment opportunities. We are focussed on ensuring that policies, practices, and systems are in place in accordance with the good employer provisions of the Crown Entities Act 2004.

Our people strive to be health and safety leaders and credible regulators, engaging, educating, and where necessary enforcing. We work together around the country because each of us wants to make sure that every person goes home from work to their loved ones every day.

Glossary

| TERM/ACRONYM | DEFINITION |
|---------------------------------------|--|
| ACC | Accident Compensation Corporation. ACC provides comprehensive, no-fault personal injury cover for all New Zealand residents and visitors to New Zealand. |
| CAA | <u>Civil Aviation Authority</u> . The CAA is designated under HSWA as the workplace health and safety regulator for the aviation sector. |
| EPA | <u>Environmental Protection Authority</u> . The EPA is the regulatory agency responsible for functions concerning New Zealand's environmental management. As the enforcement agency mandated to ensure compliance with the hazardous substances provisions of HSNO in workplaces, WorkSafe works closely with the EPA on HSNO matters. |
| HASANZ | <u>The Health and Safety Association of New Zealand</u> . HASANZ is a representative body for health and safety professionals. |
| HRP | Harm Reduction Plan, or <i>Reducing Harm in NZ Workplaces – An Action Plan 2016-19</i> . The HRP is a joint injury prevention plan being developed by WorkSafe and ACC. |
| HSNO | <u>Hazardous Substances and New Organisms Act 1996</u> |
| HSWA | <u>Health and Safety at Work Act 2015</u> |
| Maritime NZ | <u>Maritime New Zealand</u> . Maritime NZ is designated under HSWA as the workplace health and safety regulator for the maritime sector. |
| MBIE | <u>Ministry of Business, Innovation and Employment</u> . MBIE is responsible for the development of workplace health and safety policy, and also monitors WorkSafe on behalf of the Minister for Workplace Relations and Safety. It also provides work health and safety research and analysis. |
| MHF | Major Hazard Facilities are workplaces that have significant inherent hazards due to the storage and use of large quantities of specified hazardous substances. |
| PCBU | A person conducting a business or undertaking. While a PCBU may be an individual person or an organisation, in most cases the PCBU will be an organisation (eg a business entity such as a company). |
| Safety Star Rating (SSR) | A joint agency injury prevention initiative being designed and tested by WorkSafe, ACC, and MBIE. SSR is an educative tool that provides businesses with an opportunity to obtain independent, qualified assessments of their health and safety performance and guidance and advice to support continual improvement. |
| Worker engagement | What a PCBU does to involve workers and worker representatives in a health and safety matter so they can contribute to decision-making, have a say and be listened to, and be updated on decisions. |
| Worker participation | Workers contributing to the improvement of health and safety in a workplace, including by raising health and safety concerns and suggestions, making decisions that affect work health and safety, and contributing to the business' decision-making on matters that relate to health and safety. |
| Worker participation practices | What a PCBU sets up so workers have opportunities to contribute to improving health and safety, on an ongoing basis. |

DISCLAIMER

WorkSafe New Zealand has made every effort to ensure that the information contained in this publication is reliable, but makes no guarantee of its completeness. WorkSafe New Zealand may change the contents of this publication at any time without notice.

ISSN 2382-0624 (print)

ISSN 2382-0632 (online)

Published: July 2016

PO Box 165, Wellington 6140, New Zealand



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ISSN 2382-0624 (print)

ISSN 2382-0632 (online)