



→ **REVIEW OF THE WORKPLACE HEALTH AND SAFETY STRATEGY FOR NEW ZEALAND TO 2015 (WHSS)**

Working paper

WHSS Stock-take: Detail and progress of activity 2005–2008



BACKGROUND

Strategy structure

The [Workplace Health and Safety Strategy for New Zealand to 2015](#)¹ provides a framework for the workplace health and safety activities of government agencies, local government, unions, employer and industry organisations, other non-governmental organisations, and workplaces.

The Strategy outlines three long-term outcomes that aim to contribute towards its overall vision of Healthy People in Safe and Productive Workplaces.

Outcome 1: *Government Leadership and Practices.* This outcome recognises government's role in promoting a high level of health and safety performance in New Zealand workplaces and leading by example through having excellent health and safety practices in its own workplaces.

Outcome 2: *Preventive Workplace Cultures.* This outcome recognises that developing workplace cultures will reduce work-related disease and injury. Cultures are enhanced when managers are committed to health and safety, workers and their unions are involved, sound management systems for health and safety are in place, and businesses are willing to share information and learn.

Outcome 3: *Industry Leadership and Community Engagement.* This outcome recognises the importance of industry in improving workplace health and safety. Industry includes employer and industry associations, unions and training providers. Recognised industry and community leaders are also effective change agents, and can influence practices within workplaces.

Each outcome is supported by three objectives. The nine objectives in turn are broken down into a total of 49 actions.

The WHSS also outlines 8 national priorities that account for a significant proportion of all work-related diseases and injuries in New Zealand. They also reflect emerging health and safety issues, and target groups of businesses or workers that are more at risk. These national priorities (Airborne substances; Workplace vehicles; Manual handling; Psychosocial work factors; Slips, trips and falls; Vulnerable workers; Small businesses; and High-risk industries) are intended to be used as a means of focussing the objectives, and targeting activities.

Reporting

The Strategy was released in June 2005, along with an [action plan](#) that outlined 113 specific deliverables to be achieved by various government and industry groups in the 2005/06 period. Action plans were not developed for subsequent years. Instead, [annual 'Snapshot of Progress' reports](#) were produced that (along with reporting known activities for that year) provide a forward-looking focus or set priorities for the coming year. Interim 6 monthly reports of progress are also provided to the Minister of Labour.

Prior to the development of each snapshot or interim report, government agencies and relevant industry stakeholders are asked to provide updates on information previously provided by them.

¹ Referred to hereafter as either 'the WHSS', or 'the Strategy', as appropriate.

THE STOCK-TAKE

This working paper provides a summary of known workplace health and safety activities/deliverables (including current status or completion dates) since the introduction of the WHSS, explicitly making links to the outcomes, objectives and actions outlined in the Strategy's Framework for Action. It is intended as a tool to inform the WHSS review, and answers the question – what activities have been undertaken and completed in the first 3 years of the Strategy?

The tables in [Appendix 1](#) map workplace health and safety activities/deliverables to the associated objectives and actions of each of the Strategy's three outcomes. Activities that relate to more than one outcome therefore appear in more than one table. The outcomes, objectives and actions of the Strategy are included in [Appendix 2](#) for reference.

Activities noted in the action reporting templates from each of the 3 annual WHSS 'snapshot of progress' reports have been used as the basis for the stock-take². The entries from the reports have been rephrased in most cases to better suit the summative nature of the stock-take (as opposed to a 'point in time' summary of a particular year's activity).

Further progress updates have been sought as necessary in order to complete the stock-take - either from 6-monthly updates provided to the Minister of Labour, or from the lead agencies directly. Some activities (particularly those reported on over successive years, or relating to the same general subject matter) have been summarised and combined under general headings.

ANALYSIS/DISCUSSION

The stock-take has yielded some general information about the 'shape and form' of workplace health and safety activity since the Strategy's inception. The nature of the stock-take is such that any analysis cannot be considered to be hard data, but rather is an indication of progress and trends. This section therefore presents key observations based on that information, for reflection within the context of the WHSS review.

More activity under outcome 1

Analysis of the stock-take entries show that more than half the reported workplace health and safety activity has been in relation to outcome 1: Government Leadership and Practices. 123 completed/ongoing activities are recorded under this outcome³.

There are possibly two explanations for this occurrence. More activity may have occurred in this domain as a reflection of government's leadership role (and/or, a stronger 'sphere of influence' in affecting change in the practices of its own agencies). Alternatively, health and safety activity initiated directly by industry may have been under-represented by the ongoing Strategy reporting process, leading to apparently lower levels of activity under the remaining two outcomes. It is most likely that a combination of both factors is involved.

² Activities not known or reported to the Department of Labour via the regular Strategy reporting process are therefore not represented in this stock-take.

³ Compared to 45 entries under outcome 2: Preventative Workplace Cultures; and 61 entries under outcome 3: Industry Leadership and Community Engagement.

Strong DoL involvement and leadership

The stock-take indicates relatively high levels of Department of Labour leadership and involvement, appropriately reflecting the Department's role as guardian of the WHSS. The Department led or had involvement in 67% of the reported activities under outcome 1; 40% under outcome 2; and 26% under outcome 3.

Government agencies lead majority of activity

The diminishing level of Departmental involvement reported above in relation to the three outcomes is possibly understandable, given the wider workplace and industry focus of outcomes 2 and 3. It could be assumed that government involvement is taking a back seat to industry drive and innovation in these areas. However, the stock-take indicates that government agencies led 92% of the health and safety activity reported under the WHSS. As noted previously, we must accept the possibility that this may be due in part to under-reporting of activity from industry. Positive industry involvement is still evident in a large number of government-led reported activities, and there are some excellent examples of collaborative partnership between government and industry leaders.

National Priorities not always visible in reporting

Stock-take entries explicitly mention ongoing programmes of work relating to airborne substances and vulnerable workers, two of the Strategy's National Priorities. The remaining priorities are more implicitly represented across a wide variety of activities. Because links have not been made directly in the action reporting template, people may assume that work in these other areas has languished or received less attention.

For example, the development of the Hazard Handler online tool has a strong link to the national priority of small business, as it is designed to help small businesses kick-start their hazard management system. In addition, the content of the Hazard Handler contributes to a number of other national priority areas - notably high-risk industry; slips trips and falls; and manual handling.

Hierarchical structure of WHSS muddies reporting

Action reporting under the WHSS has traditionally involved linking workplace health and safety activities to a specific Strategy action or actions (and the associated objective and outcome). In a number of cases, activities 'cross the boundaries', having relevance to multiple aspects of the Strategy Framework for Action, as evidenced in Appendix 1. This illustrates the connectedness of the framework in achieving the ultimate vision.

However, where an activity has been linked generally to an entire objective instead of a particular action under that objective (because it does not fit 'neatly' into one of the actions outlined, but does contribute towards achieving the more enabling objective), the effect on this stock-take is to effectively over-represent activity under some of the actions. An example of this is action 2(a)4:

Promote more extensive reporting of health and safety performance in public documents (such as annual reports), to enable benchmarking and encourage best practice.

Five activities are recorded against this action⁴, but further examination reveals that all of the activities have actually been linked to the overarching objective 2(a):

Increase the recognition among business owners, directors and senior managers that health and safety benefits their business

rather than any specific action, meaning that no direct progress has been reported against action 2(a)4.

This could be seen as symptomatic of the difficulty with providing a level of specificity in the Framework for Action that proves too restrictive to support effective reporting on the Strategy's implementation. It may be that the outcomes and objectives provide a sufficient structure for reporting activities in the future.

CONCLUSION/RECOMMENDATIONS

The breadth of workplace health and safety activities initiated and achieved over a period of three years represents a solid effort towards achieving the ultimate vision of the Strategy – healthy people in safe and productive workplaces. The opportunity presented by the WHSS review to look back at what we have achieved so far, and consider how we want to move forward is critical in ensuring we get the desired results.

The stock-take indicates that the building blocks have been established, although there is room for further 'construction' yet. Each year's annual snapshot reports show evidence of improved performance in particular industries and workplaces – better hazard management, greater acceptance of workplace health and safety, and better co-ordination across industry and government groups. The recent development of the Outcomes Monitoring Framework by the Department of Labour represents a significant step forward, as it will enable longitudinal monitoring and evaluation of improved outcomes over the remainder of the Strategy's life.

Some potential improvements to consider within the context of the WHSS review include:

- actively promoting wider ownership of the Strategy with industry, communities and the general public to counterbalance the perception that the WHSS is a strategy to direct the action of government agencies. Ownership for the Strategy must devolve to workplaces in order to achieve the improved outcome of reduced workplace injury and disease. Guidance on Health and Safety reporting in accountability documents (such as outlined in action 2(a)4) may assist in raising the profile generally
- ensuring all of the Strategy's National Priorities (if they are found in the context of the review to be still relevant) remain visible in reporting structures and continue to guide work both in government agencies and industry as appropriate
- removing the 49 actions from the Strategy while retaining the outcomes and objectives to guide activity at a strategic level without being too restrictive⁵.

⁴ It should be noted that for this stock-take the links to the Strategy's outcomes, objectives and actions have been taken directly from the snapshot reports with no judgement made as to their accuracy/appropriateness in each case.

Annual actions could then be set to provide a continued impetus that reflects changing needs/priorities

- developing and implementing an ongoing activity reporting structure for the WHSS that a) encourages greater industry response, and b) goes beyond stakeholders providing updates on previously reported activities. It is likely that the current 'derivative' style of reporting is limiting the information being provided, and new activity is subsequently being under-reported. Alignment to the recently developed Outcomes Monitoring Framework where appropriate would help facilitate future analysis of activity to gauge the overall progress of the Strategy.

⁵ It is worth noting that the Cabinet paper seeking approval for the release of the WHSS noted the Strategy's actions had a five-year life cycle (in comparison to the outcomes and objectives which were intended to be in place for the entire period of the Strategy).

Government promotes a high level of workplace health and safety performance in New Zealand, and has excellent health and safety practices in its own workplaces.

Description of activity	Lead agency	Progress update/completion date	Link to objectives/actions:																	
			1a						1b					1c						
			1	2	3	4	5	6	7	1	2	3	4	5	1	2	3	4	5	6
<p>Improvement of workplace health and safety legislative frameworks</p> <ol style="list-style-type: none"> 1. A Ministerial review of regulatory frameworks, led by MED. 2. development of proposals to amend the HSNO Act to better align it with the HSE framework 3. development of proposals to amend the HSE Act to strengthen New Zealand's conformity with ILO Convention 155 on Occupational Safety and Health 4. review of the definition of serious harm in the HSE Act 5. consultation on proposals to improve the HSE (Mining Underground) Regulations 6. Amendment of the HSE (Pressure Equipment, Cranes and Passenger Ropeways) Regulations 7. development of policy proposals for HSNO Act infringement notices 8. review of stakeholder views on the management of asbestos in New Zealand under the HSE (Asbestos) Regulations 9. review of outdated regulations made under previous legislation superseded by the HSE Act or by current guidelines. 	DoL, MfE	<ol style="list-style-type: none"> 1. Completed July 2007. One component of the review was a project to improve the interface between the HSE, HSNO and IPRC Acts as they affect businesses. A summary of findings was published at the end of the project. 2. Completed April 2007. Amendments now contained in the Regulatory Improvements Bill introduced to the House in 2008. 3. Completed 2007. Amendments concerning multi-employer worksites now contained in HSE Amendment Bill 2008 (No. 2). 4. Consultation has occurred, and in 2008 a draft regulation has been proposed in order to improve the coverage and its consistency with the HSE Act. 5. Consultation occurred April/July 2008. Feedback did not provide a mandate for specific changes to the regulations, but have contributed to the setting of a further work programme. Work ongoing. 6. Consultation occurred in 2008 and amendments made. 7. Work still in progress. 8. Report completed 2007. Work ongoing. 9. Completed October 2008. 3 sets of regulations (Abrasive blasting regulations 1958; Electroplating regulations 1950; and Factories and Commercial Premises (first aid) regulations 1985) repealed. A further 3 sets of regulations (Noxious substances regulations 1954; Spraycoating regulations 1962; and Lead Process regulations 1950) due to be repealed by the Public Health Bill 2008. 																		
<p>The HSE/HSNO/IPRC Acts Interface Project</p> <p>This project was part of the Quality Regulation Review led by MED that concluded in July 2007. The project led to a number of health and safety-related activities:</p>	DoL, ERMA, ACC	<ol style="list-style-type: none"> 1. Completed January 2008. 2. Completed May 2007. 3. Completed October 2007. 4. Online August 2008. 																		

Objective 1a: Set high government expectations for workplace health and safety in New Zealand and ensure that regulatory standards are achieved.

Objective 1b: Provide leadership in workplace health and safety through the government's roles as an employer and purchaser.

Objective 1c: Improve coordination and alignment of government agency roles and activities.

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<ol style="list-style-type: none"> Review of the auditing methods used for the ACC Partnership Programme. Development of information and tools to assist HSNO compliance in the farming and horticulture industries. Production of HSNO compliance information for the embalming industry, paint industry and service stations. Development of an online hazard self assessment tool – Hazard Builder – for small and medium enterprises (SMEs). See www.dol.govt.nz/onlinetools/index.asp. Publication of guidelines for principals to contracts to help them meet the requirements of the HSE Act. 		<ol style="list-style-type: none"> Consultation on draft version concluded in September 2008. Final version expected mid 2009. 																		
<p>HSNO-specific activity</p> <ol style="list-style-type: none"> Amendment of HSNO Act to improve controls that can be placed on the use of hazardous substances, and to improve enforcement agency administration of the Act. Development of Hazardous Substances Compliance and Enforcement Strategy. Establishment of a joint agency liaison group to progress implementation of the Hazardous Substances Compliance and Enforcement Strategy. This forum serves as an opportunity for different agencies to report back on the projects that relate to HSNO enforcement. Territorial (local and regional) authorities contracted to enforce the HSNO Act and develop the relationship between workplace activity and environmental safety for premises where hazardous substances are used. Regular meetings between ERMA NZ and DoL to develop enforcement priorities. 	ERMA NZ, MfE, DoL	<ol style="list-style-type: none"> Completed December 2005. ERMA NZ initiated a project to support implementation of the amendment. Paper outlining proposed strategy approved by Cabinet December 2006. The strategy aims to reduce the risks from hazardous substances by improving existing HSNO compliance levels. The strategy incorporates a tiered approach (funding dependent) that initially focuses on data capture, information provision and targeted enforcement activities for priority industry sectors, with a subsequent shift towards developing a sustainable compliance and enforcement regime that centres on voluntary compliance, self-regulation and targeted enforcement measures. Group established February 2007. Meetings are ongoing. Areas of focus for agency efforts on the HSNO Act compliance and enforcement have been identified. Resource integration has also been a focus. Ongoing from 2006. Fortnightly meetings are ongoing. Topics have included: <ul style="list-style-type: none"> training and enforcement officers providing compliance information and guidance for specific industry sectors 																		

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DoL Operational improvements 1. Upgrading of health measurement and monitoring equipment used by DoL health and safety inspectors. 2. Review of core occupational health training for DoL health and safety inspectors 3. Provision of training in the use of upgraded health measurement and monitoring equipment.	DoL	1. Completed December 2005. 2. Completed mid 2008. Revised modules were implemented. 3. Ongoing.																		
Health and Safety guidance publications 1. Development and implementation of guidelines for the manufacturing industry. 2. Development and implementation of a sawmill health and safety guide. 3. Review of <i>How to implement safer work practices</i> (ACC 366). 4. Review and proposed revision of the VDU code of practice 5. Development of a range of training and other guidance material for WHSS priority sectors.	ACC	1. Completed December 2007. 2. Completed April 2008. 3. Completed March 2008. 4. Work has begun and is ongoing. 5. Ongoing.																		
National priority area: airborne substances 1. Initiation of an airborne substances programme to set some priorities for work on airborne substances, and to consider ways to improve management and control of airborne substance hazards in workplaces. 2. Pilot project commissioned to survey exposure to airborne substances in the clothing and footwear sector. 3. Development of tools for health and safety inspectors to address different airborne substance issues at an operational level.	DoL	1. Initiated November 2005. Literature review commissioned to identify priority and control issues – completed July 2007. Workshops held with private consultants, employer and union representatives and health and safety inspectors. - Completed July/August 2007. The information gathered from these activities will be used to inform projects in 2009. 2. Completed in first half of 2008, this survey focussed on 10 workplaces. 3. Occupational Health Tools booklet completed June 2006. Inspectors are now visiting workplaces using these tools as part of their normal inspection programmes, for example, assessing isocyanate exposure in the vehicle repair industry.																		
Review of the workplace exposure standards (WES) for New Zealand for the following substances, with a view to lower the current value: • Asbestos (chrysotile)	DoL	In progress- public consultation on the proposed changes to a targeted range of industry stakeholders is due to conclude at the end of March 2009.																		

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<ul style="list-style-type: none"> • Benzene • Blood lead • Formaldehyde • Methyl bromide • Respirable quartz • Synthetic vitreous fibres • Wood dust. <p>This work also forms part of the Airborne Substances national priority area.</p>																				
<p>National priority area: vulnerable workers Research has indicated that older men, Māori and Pacific men in high risk industries and children and youth workers are all at increased risk.</p> <ol style="list-style-type: none"> 1. The development of coordinated work programmes, including research, aimed at improving health and safety of vulnerable workers – those in precarious work (for example, labour hire, casual or temporary workers) new migrants, Māori and Pacific people, children, older people, and people with impairments. 2. Establishment of the Puataunofu Manukau project in Manukau City to raise Pacific workers and Pacific youth awareness of their health and safety rights in manufacturing companies. The goal of the project is to build a Pasifika workforce informed about health and safety issues, a reduction in workplace injuries and improved literacy amongst workers. 3. Pacific worker workshops held in the Samoan language. Key health and safety and employment messages aimed at youth were provided in comic format at the ASB Polyfest. 4. In April 2008, DoL launched a health and safety song competition on NiuFM. The winner, Hokimaianahera Rosieur, composed a song for young people to relate to. 5. Translation of Health and safety factsheets into Samoan, Tongan and Māori. 6. MPIA continues to work closely with DoL in the further development of the vulnerable workers project, recognising that a high proportion of Pacific workers are 	DoL, MPIA	<ol style="list-style-type: none"> 1. Pacific Island and Maori workers identified as being a high priority for intervention. DoL appointed a business advisor for vulnerable workers in 2007. 2. Established August 2007. This project continues in collaboration with Manukau City Council, DoL, MPIA, ACC, EPMU, EMA, CTU and Pasifika workers and employers. A DVD 'Come home safely' was launched in September 2008. 3. Workshops held March-July 2008. Employers provided the venue and supported their staff to attend. Agencies, union and employer associations ensured resources were available to support the community 																		

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<p>employed within high risk industries.</p> <p>7. DoL has examined placing duties on principals of young people doing contract work, similar to those already applying to employers of young employees. This proposal will restrict young people under 15 who are working as independent contractors from working in hazardous workplaces or doing hazardous work.</p>		<p>initiative. More workshops are planned for 2009.</p> <p>4. This song will be promoted to schools as part of a package of resources for teaching students about workplace safety and will be used by DoL for future promotional work.</p> <p>5. Completed February 2008</p> <p>6. Ongoing</p> <p>7. Regulations amended September 2008, to come into force in April 2009.</p>																		
<p>Development of an inter-agency driver fatigue strategy to combat driver fatigue. The strategy has been developed by MoT, Police, LTNZ, Transit, ACC and DoL at the request of the National Road Safety Committee.</p>	MoT	<p>Completed 2007. The strategy works to ensure that there is a collaborative approach to future policy initiatives, promotion and delivery of driver fatigue counter-measures within and between agencies in the wider transport sector. It includes use of a high profile television advertising campaign urging New Zealanders to wake up to the warning signs of driver fatigue. For more information see: www.transport.govt.nz/assets/NewPDFs/DriverStrategicFrameworkamend3.pdf</p>																		
<p>Annual Workplace Services Health Programme This programme provides information and assessment tools for health and safety inspectors visiting workplaces. It focuses on clean air, musculoskeletal disorders, psychosocial factors and occupational noise.</p>	DoL	<p>Ongoing. Revised plans for 2008/09 extend the range of materials offered to support work in these specific areas and other core parts of workplace health and safety. The 2008/09 plan offers regional offices the opportunity to work on projects on a number of topics, such as asbestos, carbon monoxide, spray painting/solvents, wood dust, welding, abrasive blasting, linear board, nail bars, hairdressing, straddle neck, stress, monitoring, leptospirosis and shiftwork.</p> <p>Recent project work has included the following:</p> <ul style="list-style-type: none"> Musculoskeletal disorders – Research by 																		

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		<p>Massey University sponsored by DoL found that 97 percent of veterinarians who responded to a web-based survey had had some sort of musculoskeletal disorder (MSD) in the last 12 months. In addition, 57 percent and 17 percent respectively had to alter their daily activities or take time off work in the last 12 months because of an MSD.</p> <ul style="list-style-type: none"> • Development of distance-based learning modules for local exhaust ventilation and vibration. • Gathering case studies to inform the Department's work on bullying. • Leptospirosis – A pilot project is in its initial stages. 																		
Implementation of four occupational health initiatives in priority industry sectors.	ACC	Introduced July 2007 and ongoing. These initiatives address noise-induced hearing loss, musculoskeletal/back injury, respiratory disease and workplace impairment, and complement DoL's Annual Workplace Services Health programme.																		
Notifiable Occupational Disease System (NODS) Review the Notifiable Occupational Disease System (NODS), commence improvements and promotion to general practitioners.	DoL	<p>NODS registrar appointed. An additional four NODS panels established during 2008-2009. There are now NODS panels for:</p> <ul style="list-style-type: none"> ▪ asbestos ▪ chemicals and solvents ▪ musculoskeletal ▪ zoonoses and infections ▪ noise and physical hazards ▪ psychosocial ▪ dermatology. <p>Panels will look for ways to:</p> <ul style="list-style-type: none"> • increase the number of NODs referrals • improve our ability to manage cases through increased capability and capacity 																		

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See appendix 2 for details of actions.

Activity 2005-2008 for Outcome 2: Preventive Workplace Cultures

Workplaces have values, attitudes, practices and systems that prevent harm to people at work.

Description of Activity	Lead Agency	Progress update/completion date	Link to objectives/actions:																	
			2a				2b						2c							
			1	2	3	4	1	2	3	4	5	6	1	2	3	4	5			
Safe Driving is Good Business programme of activity	NZTA, ACC, DoL, MoT	Ongoing. Land Transport NZ reviewed and updated the <i>Your Safe Driving Policy</i> manual for re-release in 2007.																		
Maintenance of interactive tools on the ACC website about the costs of injury.	ACC	Ongoing.																		
Increasing access to healthy nutrition and physical activity options within the public service workplace. This initiative is part of the government's Mission-On campaign, designed to improve the health and lifestyles of young New Zealanders.	MoH, SPARC	A programme of workplace initiatives was piloted within SPARC and MoH in June 2007. A package of website-based tools and information has been developed, under the brand NZ Well@Work, to support the promotion of wellness in the workplace. Since 2007 over 60 state sector agencies and DHBs have engaged with the initiative, which supports the development of workplace wellness policies and programmes.																		
Research into the awareness and understanding of health and safety responsibilities in key industry sectors. This is focused on better understanding business attitudes to health and safety, the steps employers are currently taking in this field and any barriers to effective health and safety practice.	ACC	Baseline research completed in metal manufacturing sector 2006/07, and in hospitality sector 2007/08.																		
Development of shearing best practice guidelines	DoL	Completed February 2008, after three years of development with industry representatives. The guidelines will help take care of the health of shearers as well as help businesses understand that good health and safety practices are good for business.																		
Development of relationships with key industry sectors through the Safer Industry forums and directly to larger employers.	ACC	Ongoing.																		
Commission of research to understand how preventative safety culture influences safety performance and	DoL	Report <i>Health and Safety Makes Good Business Sense</i> released August 2007. The report includes an																		

Objective 2a: Increase the recognition among business owners, directors and senior managers that health and safety benefits their business.

Objective 2b: Increase the commitment and capability of managers to systematically and effectively manage workplace health and safety.

Objective 2c: Ensure that workers participate effectively in processes for improving workplace health and safety.

See appendix 2 for details of actions.

Workplaces have values, attitudes, practices and systems that prevent harm to people at work.

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productivity.		international literature review and key informant interviews with nominated New Zealand businesses and workers. DoL has also developed a package of promotional materials including two dvds to showcase how some businesses view the links between health, safety and productivity.																		
Development of information and education packs for delivery to all clients during visits and for distribution at all major aviation events.	CAA	Completed end 2006, and use is ongoing as needed.																		
Development of guidance and tools to help employers manage occupational health hazards.	DoL, ACC, ERMA NZ	Occupational health "tools" initially developed by DoL for use by their field staff have been made available to other people.																		
Implementation of a Fatigue Management Programme trial for commercial transport operators and drivers.	NZTA	Trial began April 2006, concluded November 2007. Final report published March 2008. The trial's purpose was to develop and evaluate Fatigue Management Systems (FMS) as a regulatory alternative to prescriptive duty and driving hours, for managing the safety risk associated with driver fatigue in the heavy transport industry. Nine companies were invited to participate. Although the study information cannot be considered representative, the extensive work completed over an eighteen month period provided NZTA with a uniquely detailed snapshot of fatigue management practices and understanding in a group of companies across a range of types of operations. The work completed over the period has provided valuable information and guidance in defining the requirements of the new Work Time & Log Book Rule introduced on 1 October 2007.																		
Development of self-investigation guidelines for maritime incidents and dissemination of results through industry publications.	MNZ	A quarterly publication called "Lookout!" contains this information.																		

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			1	2	3	4	1	2	3	4	5	6	1	2	3	4	5					
Development of guidance material about the HSE Act for the aviation, maritime and commercial vehicle sectors.	MNZ, CAA, DoL, Police, industry organisations	Ongoing. Guidance material includes the Maritime New Zealand FishSAFE guidelines, and the CAA Airstrips guidelines.																				
ACC workplace safety discounts incentive programme This programme provides levy discounts for small businesses that are able to demonstrate effective health and safety practice. It incorporates guidance and training on health and safety management and control of industry hazards. 1. Design and development. Focus on five sectors (construction, agriculture, forestry, road freight and motor trades) 2. Establishment of an evaluation framework.	ACC DoL, Land Transport NZ	1. Self assessment tools signed off by Minister in March 2006. Programme launch April 2006. Training began July 2006. Operational review in mid-2007 - a number of improvements made to the training and assessment processes. The waste management industry was added to the programme from 1 April 2008. 2. Scoping for full evaluation currently underway with completion expected by December 2009.																				
Enhancing the capability of the Approved Auditor Panel in relation to hazard management.	ACC	The audit equivalency project that commenced in 2005/2006 coordinates internal and external stakeholders in a process of continuous improvement.																				
Use of the ACC claims database to identify risk profiles and improve targeting of audit processes.	ACC	ACC is using its claims database to identify employers in one of its optional workplace safety incentive programmes. These employers' performance suggests they are more exposed to specified hazards. This information is being used to better target interventions on a specific risk basis through audit processes.																				
Use of HSE activities to promote health and safety systems and participation in ACC incentive programmes.	DoL, CAA, MNZ	Maritime New Zealand achieves this through promotion of the FishSAFE programme. CAA provides information on ACC incentive programmes in all visits to clients.																				
Develop, implement and evaluate accreditation schemes (e.g. OperateSafe, PRINCE).	Industry organisations	Industry organisations continue to implement and evaluate their health and safety accreditation systems as required.																				
New Zealand Workplace Health and Safety Awards 1. alignment of awards with the Workplace Health and Safety Strategy 2. Sponsorship and support	1. Safeguard/Brookers, DoL 2. ACC, DoL	1. Additional award categories added in 2007 that align with WHSS 2. Ongoing. ACC and DoL each sponsor an award.																				
Sponsorship of the Workplace Safety Award as part of the Westpac Business Excellence programme.	ACC	Ongoing.																				

Objective 2a: Increase the recognition among business owners, directors and senior managers that health and safety benefits their business.

Objective 2b: Increase the commitment and capability of managers to systematically and effectively manage workplace health and safety.

Objective 2c: Ensure that workers participate effectively in processes for improving workplace health and safety.

See appendix 2 for details of actions.

Workplaces have values, attitudes, practices and systems that prevent harm to people at work.

Description of Activity	Lead Agency	Progress update/completion date	Link to objectives/actions:															
			2a				2b						2c					
			1	2	3	4	1	2	3	4	5	6	1	2	3	4	5	
Review and update of the core workplace health and safety systems guide for employers.	ACC	Completed June 2008. This document provides extensive advice to employers on health and safety duties and responsibilities under the HSE Act and directly addresses the core elements of ACC's workplace safety management practices audit. DoL was closely involved in all aspects of the revision of this guide.																
Development of the Hazard Handler tool to help businesses identify and manage both generic and industry-specific health and safety issues in the workplace.	DoL	Completed August 2008. It is available at www.dol.govt.nz/onlinetools .																
Review of the requirements of the health and safety inspector role and the capability and upskilling needed to meet these requirements.	DoL	A needs analysis exercise to identify priority training needs is complete. Training to meet these needs is being delivered in 2008/09. Competencies of the Health and Inspector role have been reviewed and agreed. Work to develop a competency based learning programme has since commenced with the design of a curriculum.																
Development of a range of guidance material aimed at increasing employers' awareness of and ability to meet the requirements of the HSE Act.	CAA	Aviation Health and Safety Manual completed October 2008. Other publications in development include: Identifying/Controlling Hazards, The Health and Safety Act in Aviation, and Health and Safety Management Systems.																
Development of guidance material that promotes the safe management of hazardous substances for priority sectors, including: <ol style="list-style-type: none"> 1. a test certification guide for builders' merchants, in association with the New Zealand Retailers Association 2. HSNO briefs for embalmers 3. HSNO briefs for painters. 4. <i>Your Guide to Selling Retail Fireworks</i>. 5. <i>Managing Chemicals on Your Site</i> – a joint publication with the Insurance Council of New Zealand (ICNZ) and the Insurance Brokers Association of New Zealand (IBANZ). 6. <i>SCUBA Cylinder Safety</i> – prepared in partnership with the New Zealand Underwater Association (NZUA). 	ERMA NZ	<ol style="list-style-type: none"> 1. Completed April 2008. 2. Completed June 2007. 3. Completed October 2007. 4. Completed October 2007. 5. Completed June 2008. 6. Completed June 2008. 																

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			2a				2b						2c								
			1	2	3	4	1	2	3	4	5	6	1	2	3	4	5				
Establishment of a fatigue study group as a preface to reviewing current CAA rules and guidance covering fatigue and duty hours.	CAA	Group established September 2006. CAA rule on Fatigue is currently in development.																			
Development of a generic emergency management flip chart that can be tailored to a variety of industries and types of hazardous substances.	ERMA NZ	Completed November 2008. The flip chart will be distributed via a variety of networks in 2008/09.																			
1. Development (in conjunction with industry) of specific health and safety guidelines for the passenger and non-passenger fleets. 2. Development of series of publications relating to the management of fatigue in the maritime industry, using a case study approach.	MNZ	1. Completed September 2007. The guidelines are aligned to previously published guidelines for the commercial inshore fishing industry. 2. Completed September 2007.																			
Joint information stand held at the 2008 Mystery Creek field days.	ERMA NZ, DoL, CAA	The HSNO theme was safe agrichemical storage, and 2,500 information packs were distributed.																			
Operation of a free telephone contact service for hazardous substances enquiries, which provides guidance to support the safe management of chemicals in the workplace.	ERMA NZ	Ongoing.																			
Development of approved codes of practice <i>Preparation of Safety Data Sheets</i> and <i>Product labelling and documentation guide</i> .	ERMA NZ	Completed September 2006.																			
Trial of maritime sector-wide health and safety guidelines with MNZ and industry personnel in workshops.	MNZ	Concept was trialed in April 2008. Workshops held in Timaru, Auckland and Nelson in May/June 2008. Technical trainer recruited October 2008 to co-ordinate training and presentation of the resource through regional and local industry workshops. Selected MNZ staff will be trained to deliver the resource and follow up with one-on-one meetings with boat owners/operators.																			
Undertake research on the links between health and safety performance and employee participation.	DoL	An initial scope of the research requirements completed March 2006.																			
Strengthening of links with employee participation mechanisms during DoL inspection and investigation activity.	DoL	The investigation best practice manual completed in 2005 encourages inspectors to consult with employee representatives when issuing improvement notices. Ongoing activity, supported by 2008 enforcement policy.																			
Approval of courses for health and safety representative training and provision of funding support through the Employment Relations Education (ERE) Contestable Fund.	DoL	Ongoing activity. 14 training providers around the country are currently approved to offer 19 health and safety representative training courses. Some courses																			

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			2a				2b						2c							
			1	2	3	4	1	2	3	4	5	6	1	2	3	4	5			
		are industry-specific, while others are stage 2 and 3 advanced courses. Approximately 3,000 people each year have participated in health and safety representative training provided through this fund.																		
Monitor and review of effectiveness of funding and delivery mechanisms, as a whole, for health and safety representative training.	ACC, DoL	Full evaluation of the health and safety representative training was completed March 2008. Resulting from this a competitive tender process was completed and new training providers selected from July 2008. A number of changes to delivery and monitoring processes have been implemented.																		
Support of the delivery of employee health and safety representative training in collaboration with the NZCTU and Business New Zealand.	ACC	Ongoing. NZCTU and Business NZ courses approved and funded in 2005/06. During the 2006/07 year, ACC worked with both groups to develop a stage three training course designed to integrate prior learning from stages one and two and allow the representative to work more closely on health and safety issues in the workplace with their employer. ACC released a request for proposals in late 2007 to select preferred suppliers for the ongoing delivery of the training from 1 July 2008.																		
Work with a group of forestry contractors to road-test how safety culture concepts can translate into real industry practice. This work forms part of the Culture, Leadership and Forestry Pilot Project.	ACC, PF Olsen Ltd	Pilot project involving 20 businesses from the Bay of Plenty and Nelson regions implemented 2008. Two networking events held in early November 2008, attracting over 120 participants. The project runs through to 30 June 2009. DoL also hosted a Leadership in Health and Safety Summit in August 2008 that attracted over 130 senior managers and health and safety practitioners from industry and government. A follow on seminar is being planned for senior health and safety practitioners.																		

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See appendix 2 for details of actions.

Industries lead improvements in workplace health and safety practices, and there is strong support for workplace health and safety in the wider community.

Description of Activity	Lead Agency	Progress update/completion date	Link to objectives/actions:																				
			3a				3b				3c												
			1	2	3	4	1	2	3	4	1	2	3	4									
Promotion of the Construction Industry Health and Safety Strategy and implementation of action plans for each of its objectives.	Construction Industry Council, Site Safe, ACC, DoL, NZCTU	The Construction Industry Council's Health and Safety Strategy was launched in June 2006.																					
Development of industry-level strategies and plans to address other significant hazards and national priorities.	Industry groups DoL, ACC	<ul style="list-style-type: none"> ▪ There are a number of ongoing agency programmes addressing significant hazards and national priorities, such as the DoL Health programme and ACC Injury Prevention Programmes. ▪ NZ Construction Industry Council developed and launched its health and safety strategy in June 2006. ▪ The Electricity Engineers Association published the Electricity Supply Industry Workplace Safety Strategy to 2020 in August 2008. ▪ WasteMINZ released its strategy Health and Safety in the Waste Industry in September 2006. ▪ DoL is working with the NZ Forestry Owners Association to support the development of its strategy 																					
Identify targets for industries for hazardous substances	ERMA NZ MfE, DoL, MoH, CAA, MNZ, Customs, local and territorial authorities, industry groups	Targets set by ERMA NZ include workplace solvents and volatile compounds, and agricultural spray-drift.																					

Objective 3a: Develop and implement industry-led initiatives to improve workplace health and safety

Objective 3b: Encourage and enable industry and community leaders to promote workplace health and safety to their networks and communities

Objective 3c: Raise awareness and understanding of workplace health and safety in the wider community

See appendix 2 for details of actions.

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Description of Activity	Lead Agency	Progress update/completion date	Link to objectives/actions:																	
			3a								3b				3c					
			1	2	3	4	5	6	7	8	1	2	3	4	1	2	3	4		
Workplace health and safety programmes are based around strategic industry relationships.	ACC	Relationships continue to be developed and extended. Eight large industry sectors participate in ACC's safer industry forums, and other sectors are involved in related programmes including the Workplace Safety Discounts initiative. Each of these programmes is integrated into industry health and safety priorities and needs, and is designed to incrementally improve each industry's health and safety performance over time.																		
Development of a code of practice to transit the timber treatment facilities into the new legislative requirements under HSNO.	ERMA NZ, NZ Timber Preservation Council	Completed February 2008.																		
Development of safety guidelines with industry consultation including: 1. the hang gliding Industry 2. helicopter agricultural work 3. cabin crew safety 4. farm airstrips and associated fertiliser cartage, storage and application.	CAA	1. initial work on the draft has begun: expected to be published in 2009/10 2. initial work on the draft has begun: expected to be published in 2010/11. 3. Currently in development and undergoing consultation with the airline sector, union groups and various specialists: expected to be published in 2009/10 4. Completed December 2006.																		
Development of Health and safety guidelines for the aquaculture industry in conjunction with industry.	MNZ	Completed May 2008.																		
Delivery of Health and safety workshops within the inshore fishing and aquaculture industries. Workshops are supplemented by a one-on-one mentoring system.	MNZ	Ongoing. Workshops and health and safety guidelines for the factory fishing industry have also been introduced.																		
Use of the Aviation Industry QA Managers' Forum to raise awareness of the WHSS.	CAA	Ongoing.																		
Promotion of the guideline <i>Farm airstrips and associated fertiliser cartage, storage and application</i> through Agricultural field day events.	CAA	Ongoing.																		

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			3a				3b				3c											
			1	2	3	4	1	2	3	4	1	2	3	4								
Establishment of a tripartite health and safety group for the stevedoring industry.	MNZ	Established July 2007. Significant outputs to date include: <ul style="list-style-type: none"> a web2TXT system to facilitate communication between ports of unsafe issues on board vessels a pre-working ship safety checklist for use by surveyors to check vessels prior to discharge of cargo. 																				
Progression of three initiatives to deliver information on health and safety performance in relation to construction.	Site Safe	These have contributed to clients' contractor selection and management procedures. Site Safe has also developed a benchmarking audit system to assist construction companies to evaluate their health and safety performance against a range of criteria.																				
Development of a rail safety and licensing and safety assessment guidelines booklet and provision of advice when required.	NZTA	Booklet completed April 2006. Advice ongoing.																				
Management of the Community Road Safety Programme. This has run workplace and community initiatives focused on alcohol and fatigue.	NZTA	Ongoing.																				
Provision of funding to local authorities through the National Land Transport Programme under community focused activities for community initiatives, including issues regarding alcohol and fatigue	NZTA	Ongoing – see www.ltsa.govt.nz/funding/nltp/2007/activity-community.html																				
Development of an engagement strategy with local authorities designed to encourage territorial local authorities to lead and promote health and safety practices within their own organisations and across the community (linked to WHO accreditation).	ACC	Ongoing. "Sphere of Influence" plans have been developed by 18 councils. These councils actively promote injury prevention initiatives to their staff and their families and to contractors engaged in council work.																				
Implementation/support of DHB strategy The DHB strategy is designed to encourage DHBs to look at their role as an employer, health service provider and key influencer within the community.	ACC	Ongoing. ACC continues to support the implementation of the patient handling guidelines and initiated the development of a training programme to support consistent application across the DHBs. ACC developed Letters of Agreement with DHBs to deliver fall prevention strategies targeting those aged 65+ either living in their own homes or in residential care facilities in July 2006.																				

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			3a								3b				3c					
			1	2	3	4	5	6	7	8	1	2	3	4	1	2	3	4		
<p>NOHSAC activity</p> <p>1. Report to the Associate Minister of Labour with advice on systems for surveillance of occupational disease and exposures in New Zealand.</p> <p>2. Release of report <i>Review of the key characteristics that determine the efficacy of OHS instruments: Report to the Minister of Labour</i>.</p>	NOHSAC	<p>1. <i>Surveillance of occupational disease and injury in New Zealand: Report to the Minister of Labour</i> released December 2005, and <i>The Surveillance and Control of Workplace Exposures in New Zealand: Report to the Minister of Labour</i> released October 2006.</p> <p>2. Report released July 2008. The report sets out to review the efficacy of OHS instruments in the form of approved codes of practice and guidance material. See www.nohsac.govt.nz.</p> <p>NOHSAC also released <i>National Profile of Occupational Health and Safety in New Zealand: Report to the Minister of Labour</i> in July 2007.</p>																		
Provision of workshops and DoL site visits to educate small businesses about preventing the risk of armed robbery.	Police, DoL, Trens Wholesale Ltd and ACC	Ongoing. This project has so far reached 97 people representing 70 businesses in Christchurch, Ashburton and Kaikoura. Feedback from attendees was largely positive, many committing to take what they learned from the workshop and make changes to their practices. The initiative has also been run in Auckland recently, and there is discussion about enlarging the scope further as a joint DoL/ACC/Police project.																		

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APPENDIX 2: WHAT DOES THE STRATEGY SAY?

A summary of the outcomes, objectives and actions of the WHSS

Strategy outcome	Strategy objectives	Strategy actions
<p>1: Government Leadership and Practices Government promotes a high level of workplace health and safety performance in New Zealand, and has excellent health and safety practices in its own workplaces.</p>	<p>1a: Set high government expectations for workplace health and safety in New Zealand and ensure that regulatory standards are achieved.</p>	1a (1) Create an effective governance arrangement, including a tripartite body, to lead and oversee the implementation and future revision of the Strategy.
		1a (2) Promote the Strategy and encourage key stakeholders to build it into their strategic and business planning processes.
		1a (3) Develop performance indicators and targets for workplace health and safety performance at a national level, and track progress against these using improved measurement systems.
		1a (4) Develop, review, align and evaluate standards and guidance (such as codes of practice and guidelines) within the legislative frameworks of the HSE Act and the HSNO Act, so they are clear, relevant and effective.
		1a (5) Ensure that practical information and support services are available to help workplaces achieve and surpass standards required under the HSE Act and the HSNO Act.
		1a (6) Ensure that enforcement activities (such as audits, inspections, investigations, and prosecutions) under the HSE Act, and the HSNO Act in places of work, are rigorous, fair and adequately resourced.
		1a (7) Improve the effectiveness and efficiency of enforcement activities and ensure that their focus includes the Strategy's national priorities (such as airborne substances and workplace vehicles).
	<p>1b: Provide leadership in workplace health and safety through the government's roles as an employer and purchaser.</p>	1b (1) Establish performance expectations for government agencies (as employers) in relation to workplace health and safety practices.
		1b (2) Increase government agency participation in ACC incentive programmes.
		1b (3) Provide practical guidance to improve government reporting (as an employer) in relation to workplace health and safety.
		1b (4) Stock-take workplace health and safety practices in both the central and local government sectors, to encourage best practice and monitor progress.
		1b (5) Review government purchasing and contracting guidelines and practices, to promote workplace health and safety within a fair and effective trading environment.
	<p>1c: Improve coordination and alignment of government agency roles and activities.</p>	1c (1) Clarify and, where appropriate, realign the roles and responsibilities of government agencies with workplace health and safety responsibilities, and strengthen interagency relationships at both regional and national levels.
		1c (2) Increase joint planning by government agencies to ensure better co-ordination and alignment of work programmes.
		1c (3) Improve collaboration between agencies to get the best possible alignment between ACC incentive programmes and the HSE legislative framework.
		1c (4) Improve agency coordination for the management of hazardous substances in workplaces.
		1c (5) Coordinate government investment in workplace health and safety research and set research priorities that are aligned with this Strategy.
		1c (6) Develop more effective processes for sharing data and information between agencies.

Strategy outcome	Strategy objectives	Strategy actions
<p>2: Preventive Workplace Cultures Workplaces have values, attitudes, practices and systems that prevent harm to people at work.</p>	<p>2a: Increase the recognition among business owners, directors and senior managers that health and safety benefits their business.</p>	2a (1) Review the literature and conduct research into the business benefits of a preventive approach to workplace health and safety.
		2a (2) Develop and promote practical tools to help workplaces identify and quantify business benefits.
		2a (3) Communicate the benefits of workplace health and safety to business owners, directors and senior managers through industry networks and business leaders.
		2a (4) Promote more extensive reporting of health and safety performance in public documents (such as annual reports), to enable benchmarking and encourage best practice.
	<p>2b: Increase the commitment and capability of managers to systematically and effectively manage workplace health and safety.</p>	2b (1) Provide practical guidance and tools to support the systematic and effective management of health and safety.
		2b (2) Build the capability of managers to manage effectively health and safety systems, particularly in small businesses and high-risk industries.
		2b (3) Raise managers' awareness about the benefits of workplace health and safety, and about employers' legal obligations to provide safe working environments.
		2b (4) Increase the reach and effectiveness of ACC incentive programmes.
		2b (5) Promote the systematic and effective management of health and safety through industry accreditation programmes and industry training programmes.
		2b (6) Acknowledge excellence in health and safety management through recognition schemes and awards.
	<p>2c: Ensure that workers participate effectively in processes for improving workplace health and safety.</p>	2c (1) Raise awareness about the benefits of employee participation, and also about employers' legal obligations to involve workers in workplace health and safety.
		2c (2) Provide practical guidance for workplaces on employee-participation systems and practices to support effective involvement of workers in health and safety matters.
		2c (3) Recognise the role that health and safety representatives play in the workplace, and provide them with support, resources and practical tools.
		2c (4) Build the capability of health and safety representatives through training.
		2c (5) Promote and enforce legal requirements relating to employee-participation systems.

Strategy outcome	Strategy objectives	Strategy actions
<p>3: Industry Leadership and Community Engagement Industries lead improvements in workplace health and safety practices, and there is strong support for workplace health and safety in the wider community.</p>	<p>3a: Develop and implement industry-led initiatives to improve workplace health and safety</p>	3a (1) Create and strengthen industry health and safety groups and business/union partnerships as a means of directing and coordinating industry initiatives.
		3a (2) Provide more effective government support for industry-led initiatives.
		3a (3) Develop and implement industry strategies and plans aligned to the Strategy.
		3a (4) Produce and promote industry-specific standards and guidance material for significant health and safety issues.
		3a (5) Use industry networks to raise awareness of workplace health and safety issues and to spread best-practice information.
		3a (6) Develop and modify industry programmes for training and accreditation, to achieve an increased focus on health and safety.
		3a (7) Build the evidence base for industry-led initiatives through investment in research and development.
		3a (8) Strengthen the competency of occupational safety and health professionals and practitioners through specialised education and training, certification and professional development programmes.
	<p>3b: Encourage and enable industry and community leaders to promote workplace health and safety to their networks and communities</p>	3b (1) Identify industry and community leaders to act as champions or spokespersons for improved workplace health and safety.
		3b (2) Support industry and community leaders by providing them with information and communication resources that will be relevant to their networks and communities.
		3b (3) Establish and provide forums in which industry and community leaders can communicate messages about health and safety to their networks and communities,
		3b (4) Evaluate the effectiveness of the promotional activities carried out by industry and community leaders.
	<p>3c: Raise awareness and understanding of workplace health and safety in the wider community</p>	3c (1) Raise the profile of workplace health and safety as an issue of public importance, by drawing attention to the impact of work-related disease and injury on individuals, families/whānau and businesses.
		3c (2) Increase awareness and understanding of specific workplace health and safety issues in the wider community, through public awareness and education programmes.
		3c (3) Promote the development of personal skills in workplace health and safety within the wider community through school-based education in health and safety.
		3c (4) Make links between workplace health and safety and community-based injury prevention and safety initiatives.