MIDTERM EVALUATION OF THE WORK HEALTH AND SAFETY ROADMAP FOR NSW 2022

FINAL REPORT

BETTER REGULATION DIVISION
DEPARTMENT OF CUSTOMER SERVICE

REPORT

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ACKNOWLEDGMENTS

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ACRONYMS AND ABBREVIATIONS

ABBREVIATIONS

BAU	Business as Usual
BIM	Building Information Modelling
BRD	Better Regulation Division
CALD	Culturally and linguistically diverse
CSS	Customer satisfaction survey
CfWHS	Centre for Work Health and Safety
FY	Financial Year
PCBU	Person conducting a business or undertaking
Q	Quarter
QB	Quad bike
MHW	Mentally Healthy Workplaces
MSD	Musculoskeletal disorder
MSG	Manufacturing Safety Group
NSW	New South Wales
PCBU	Person conducting business or undertaking
PErforM	Participative Ergonomics for Manual Tasks
QRF	Quarterly Review Forum
RTW	Return to work
SDA	Shop, Distributive and Allied Employees Association
SIRA	State Insurance Regulatory Authority
SSV	Side-by-side vehicles
WHS	Work Health and Safety
WSMS	Workplace Services Management System

ACRONYMS

RegNet	Community of scholars from different disciplines united by an interest in governance and regulation

EXECUTIVE SUMMARY

THE ROADMAP

The Work Health and Safety Roadmap for New South Wales 2022 is a six-year strategy, aligned to the Australian Work Health and Safety Strategy, committed to by the NSW Government in 2012. The program of work is being led by SafeWork NSW. The Strategy commits NSW to nationally agreed targets of a 33 per cent reduction in work related fatalities and a 50 per cent reduction in the incidence of serious injuries, illnesses and musculoskeletal injuries and illnesses, by 2022[1].

THE MIDTERM REVIEW

A midterm review of the Roadmap was undertaken to meet the requirements of the Roadmap Evaluation Framework (2017). The Framework is a high-level document that identifies expected outcomes. The independent review was completed by ARTD Consultants under contract to the Better Regulation Division, Department of Customer Service between March and July 2020. The objectives of the review were to assess:

- whether the development, design and implementation of activities under the Roadmap are effective, and which activities need improvement to ensure the Roadmap meets its stated objectives by 2022
- the achievement of outputs of implementation activities and short term outcomes of awareness, participation and reach.

THE EVIDENCE

The review drew on data from primary and secondary evidence sources. Primary evidence sources were interviews with 35 key program SafeWork NSW staff members and 11 external stakeholders, a survey of industry and other stakeholders (n=44) engaged with SafeWork NSW and a survey of participants in Manufacturing Safety Groups (n=70). The review also drew on secondary data sources including planning documents, business performance reports, program level midterm evaluation reports, market research campaign reports and SIRA major claims data analysis. Only some performance data were available at the action area level, and consequently there were gaps in data across sectors on reach and short term outcomes particularly for Action Area 2. The main source of data on short term outcomes for Action Area 2 were program level evaluations but only three program areas had fully completed these in time for the review. In addition, the views of workers including at risk workers and those from culturally and linguistically diverse backgrounds were under-represented in the available evaluation and research reports.

SafeWork NSW tracks progress against targets for reducing rates of serious injury, serious illness and fatalities. Because no industry level data on incidence of claims were available, it was not possible to use the findings of the review to provide any insights that could help

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[1] Targets were revised in WHS Roadmap 2018.

explain the trends seen. Where such data are available then we are confident the findings will be helpful.

KEY FINDINGS ON IMPLEMENTATION

Good progress has been made in delivering on the vision of the Roadmap and the activities outlined in four sector WHS plans (Agriculture, Construction, Transport, Government), three cross-industry strategies (Hazardous Chemicals, Mentally Healthy Workplaces and Musculoskeletal Disorders (MSDs) and the Towards Zero Harm – Falls from Heights. Key areas where less progress has been made are:

- delivering leadership programs for business
- implementing the health care and social assistance sector plan
- implementing initiatives for high risk workplaces
- system level interventions
- improving business intelligence data systems that will better support real-time decision making.

The Roadmap has provided SafeWork NSW with a strategic risk-based focus and ensured continuity of efforts in the six sectors where workers are at most risk of being injured or killed at work and on high impact harms. The engagement of peak groups and associations in sector plans and harm strategies allowed SafeWork NSW to make it clear that the NSW Government has zero tolerance for poor safety practices and convey priorities for workplace health and safety.

ENGAGING INDUSTRY AND OTHER STAKEHOLDERS

The Roadmap has proved useful in explaining SafeWork NSW's approaches to all stakeholder groups. Stakeholders (particularly peak groups and associations) have responded well to the regulator's open communication and authentic approach to engagement. Peak groups, associations and large businesses especially recognise the benefits of collaborating with SafeWork NSW. Although there are many ways industry and other stakeholders engage with SafeWork NSW, the most successful kind of collaboration has been in the co-design and promotion of safety products, which are highly valued by industry. SafeWork NSW has engaged business and worker representatives, researchers, individual workers and businesses in co-design processes. Peak groups and associations have been instrumental in promoting safety messages, safety products/ tools and training to their members.

Stakeholders consider SafeWork NSW as the lead agency in health and safety in the workplace and expect to collaborate on prevention initiatives led by SafeWork NSW. In doing so, they are encouraging their members to align health and safety activities with the Roadmap.

FACTORS THAT HAVE INFLUENCED IMPLEMENTATION

At the organisational level, an important factor influencing the implementation of the Roadmap is that SafeWork NSW has used existing resources within the frontline operational

units to resource the program effort. High risk sector program teams were organisationally linked in with operational areas, whose core responsibilities are compliance related. One positive has been the access to inspector expertise and a deep understanding of industries and safety issues. A downside has been part time delivery of project work, with project managers dividing responsibilities between project-based work and responsive regulatory work.

Public awareness campaigns support engagement with various interventions. Program teams felt that machinery of government changes in 2019-2020 impacted the communication function across the department. They reported in April 2020 that it made it difficult for them to access vital communications and marketing support and campaign budgets for Roadmap public awareness campaigns, in a timely manner. In 2021, new processes have been introduced for BRD project teams to access communication support, advice and expertise.

Program teams also reported that approval of communication campaigns and decision-making processes are overly complicated. The central Communication unit point out that the processes used follow legislative requirements and believe that these are not well understood by program teams. In particular, it was felt that some SafeWork NSW public awareness campaign briefs did not meet the criteria used to assess the appropriateness of communication campaigns, which are value for money, strategic alignment, and measurability.

The difficulties accessing support and incomplete understanding of campaign approval criteria did lead to some delays in publishing and promoting safety guidance and education materials and in launching safety public awareness campaigns.

SafeWork NSW has undergone several restructures since the Roadmap was launched, all of which have caused some degree of disruption in implementation.

External factors affecting implementation include the complexity of the regulatory environment in high risk sectors (for example, different industries) emerging safety issues diverting focus from Roadmap priorities, the shift to digital engagement, the COVID 19 pandemic, natural disasters, changes in workforce structure and employment conditions and broader work to address mental health and violence in society.

REACH

Assessing reach in a meaningful way is a difficult proposition for such a complex multilayered intervention across many sectors. There is data at the initiative level on what groups are being reached but it is not systematic and not at the sector or industry level. Data on the use of sector-specific safety products tell us how many instances these have been viewed or downloaded but not who else may have benefited but did not access these, nor if the messages resonated. Performance data on compliance work and attendance at events gives a good picture of how many proactive interactions have occurred (estimated 12,500 a year) but does not provide information on the proportion of high-risk businesses being reached across the whole sector. The evidence suggests that the Roadmap has had the most success reaching large and medium businesses. There was inconsistent evidence about the extent to which small businesses, sole traders and workers have been reached.

ACHIEVEMENT OF OUTCOMES

The scope of the review was to examine the extent to which Roadmap short term outcomes for PCBUs and workers—changes in awareness, understanding of hazards, safety controls, safety culture and intent to change behaviour and practices—have been achieved[2].

Roadmap activities are intended to drive reductions in serious injuries and fatalities occurring in the workplace. The logic is that if Roadmap activities are successful in producing short- and medium term outcomes, then this success will help bring about long term outcomes, which will in turn contribute to the reduction of serious injuries and fatalities. The relevant long term outcomes are workplaces with high safety standards, a well-informed community, high risk industries being safer and high impact harms being eliminated or reduced.

At the end of the 2018/2019 financial year, two of the three Roadmap targets were trending in the right direction (fatality rate and rate for serious musculoskeletal injuries and illnesses). The rate of decline in serious illness and injuries claims has slowed down in the last two years. Because no industry level data on incidence of claims were available, it was not possible to use the findings of the review to provide any insights that could help explain the trends seen. However, there are a range of factors influencing these trends, with fatalities and rates of serious injuries and illnesses decreasing prior to the Roadmap in Australia and internationally. Changes in the nature of work (i.e. more automation of dangerous work), the mix of work (i.e. a shift from manufacturing to less dangerous service provision as the mainstay of the economy), the nature of the workforce (i.e. more people working as contractors instead of employees, resulting in accidents often not being reported), and overall safety/ liability consciousness on the part of tool and equipment manufacturers are some of the reasons that are often cited for this. The work being done at the national level by SafeWork Australia may also influence outcomes.

SHORT TERM OUTCOMES FOR PBCUs AND WORKERS

- Targeted industries in high risk sectors (agriculture, manufacturing, construction and government) are more aware of health and safety obligations as a result of Roadmap and some are increasingly willing to act of health and safety. However, the amount of change appears to be inconsistent across targeted PCBUs and groups of workers. White collar workers who responded to the Safety Starts with You campaign surveys were less likely compared to blue collar workers to agree that work health and safety in their organisation was openly and regularly discussed.
- PCBU's awareness of high impact harms have improved, especially where proactive compliance programs have been supported by public awareness campaigns.
- Increased awareness by PCBUs and workers of some health and safety controls, which reduce harms arising from the use of quad bikes, exposure to crystalline silica and MSD injuries.

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[2] The expected outcomes are identified in the Roadmap Evaluation Framework (2016).

- Customers have a high level of satisfaction with the services being provided by SafeWork NSW.
- SafeWork NSW's customer focus is demonstrated in the way safety products have been developed and compliance programs and other initiatives planned.
- SafeWork NSW has been building its credibility as a regulator with industry and other stakeholders and regulators (within and outside of NSW)
- The Centre for Work Health and Safety has been established and is leading research and innovation in health and safety practices and controls – there are 40 collaborative research projects in progress, which align with Roadmap priorities and a new Research Foundation has been established.
- SafeWork NSW program interventions are driven by insights from data although challenges remain in accessing real time workers compensation data from SIRA and more business analytics capacity is needed.

PERFORMANCE RATINGS – SHORT TERM OUTCOMES

Figure 1 (performance rubric) summarises progress made in achieving the Roadmap short term outcomes[3]. Twelve out of 14 outcomes are scored as 'well' or higher, which means there are clear examples of the outcome being achieved across at least half of the program areas. Lower scores tend to be because no evidence on the outcome was available for a program area. The extent of that change cannot be assessed across all Roadmap activities.

FIGURE 1.   ROADMAP PERFORMANCE RATINGS – SHORT TERM OUTCOMES

Short term outcome	Performance rating
Action area 1 Embed the 'health and safety' landscape in NSW businesses	
Targeted stakeholders are becoming more aware of WHS and accountabilities and are demonstrating an increased willingness to take action	Well
Targeted stakeholders can identify ways to improve WHS in their industries and workplaces	Well
Workplaces are increasing their understanding of the different elements of the WHS landscape	Adequate
Targeted businesses are aware of their return to work responsibilities and can identify ways to improve RTW outcomes in their workplaces	Well
Peak bodies, associations and community leaders are better able to support their members to embed the Landscape as a result of collaborating with SafeWork NSW	Very well
Action area 2 Focus on key priority areas	
Improved awareness of high impact harms and WHS issues for targeted industries and workers	Well
Increased awareness of controls aligned to high impact harms	Well
PCBUs and workers in targeted industries demonstrate increased confidence, capability and willingness to improve safety	Well
Action area 3 Exemplar regulator	

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[3] Construction of performance rubrics are described in section 1.4

Short term outcome	Performance rating
PCBUs are aware of SafeWork's regulatory, advisory and enforcement approach; products and services; latest developments and advances in WHS	**Well**
PCBUs understand their WHS responsibilities and know what compliance looks like	**Well**
PCBUs and key stakeholders recognise the benefits of working with SafeWork to develop innovative solutions	**Excellent**
SafeWork uses data systems to inform decision making	**Poor – data systems Very well – use**
SafeWork publishes information/standards/policies in a consistent manner	**Consistency – very well Timeliness - adequate**
Interactions with customers meet expected standards of service	**Excellent**

EFFECTIVENESS OF INTERVENTION APPROACHES AND LESSONS

Using multiple levers to change behaviour —proactive compliance campaigns, public awareness raising campaigns, targeted skills training, targeted forums for PCBUs—has been an appropriate and effective approach. What is working and lessons learnt are:

- **Proactive compliance.** Interactions with SafeWork NSW inspectors through proactive compliance visits are assisting PCBUs to become more confident about and capable of, managing health and safety in the workplace. The effectiveness is enhanced when combined with rebates that increase the affordability of safety equipment. A key challenge has been getting the balance between proactive and reactive compliance right. Focusing proactive compliance visits on high risk businesses should make this strategy more effective at eliminating or reducing high impact harms. The recently introduced WHS rating tool will allow inspectors to better target high risk businesses.
- **Public awareness raising activities.** SafeWork NSW communicates effectively with the community about work health and safety through the SafeWork NSW website and social media e.g. special media promotion, video alerts. Ninety safety products are available, and these are regularly accessed from the website. Formal awareness raising campaigns to support interventions have increased engagement of PCBUs and workers with SafeWork NSW messages. SafeWork NSW staff are also active in industry events and have facilitated symposiums and their involvement is generally well received. Where planned public awareness campaigns have not occurred, the reach of program offerings has been adversely impacted.
- **Skills based training.** SafeWork NSW has offered two significant state-wide, cross sector skills-based training initiatives to address serious injury from mental illness and musculoskeletal disorders (MSD). Only the MSD PErforM workshops have been evaluated to date and these were found to change behaviour. Promotion is key to getting targeted groups to take-up the training.
- **Increasing access to safety guidance products**. SafeWork NSW has prioritised translations of safety products that inform PCBUs and workers about exposure to high impact harms and those in high risk sectors. Even so, the number of safety products translated represents only a fraction of the safety products. SafeWork NSW has also developed tools, such as the WHS Easy to Do Tool, Young workers e-toolkits and the mentally healthy workplace capability checks. In general, these tools require greater promotion to improve take-up.

RECOMMENDATIONS

1. Ensure resourcing for major projects continues until 2022 to consolidate gains and drive outcomes.
   a) Where needed, make clear priorities (see suggestions below) for resourcing for the next three years.
   b) Resource project officer positions to support the delivery of all high-risk sector initiatives.
   c) Make available inspector resources for proactive visits to support awareness raising campaigns on Roadmap priorities.
   d) Continue to invest in translating key safety products more broadly.

2. Address important areas of the Roadmap that have had lesser investment.
   a) Promote labour hire workers guidance more widely.
   b) Deliver planned leadership programs.
   c) Deliver planned public awareness campaigns for mentally healthy workplaces, musculoskeletal disorders and the young workers e-toolkit.
   d) Focus more prevention efforts on high risk businesses within high risk sectors.

3. Maintain strong engagement with industry and other stakeholders.
   a) There is a risk that links could be lost where collaboration on specific initiatives ceases. Consider establishing permanent sector-based consultative reference groups that include industry and worker representations.
   b) Advocate for a change in government policy to allow the use of organisation's logos, where the organisation has substantially contributed to the development of guidance materials.
   c) When engaging industry experts ensure a shared understanding of terms related to compliance and best practice.

4. Ensure program areas and inspectors are trained in and supported to use the new WHS rating (predictive modelling) tool when planning proactive compliance campaigns and visits.

5. Strengthen business intelligence data systems to allow managers and inspectors to access to real-time data on safety incidents and workers compensation claim data.
   a) Work with SIRA to streamline program areas access to up-to-date workers compensation claim data.
   b) Increase capacity for in-house data analytics, to reduce reliance on SIRA.

6. Ensure that a high-level strategic governance structure is in place for the Roadmap e.g. Establish a Program Oversite Committee. This is required to support the coordination of activities across program areas/ sectors and to support clear decision making about Roadmap priorities so that activities are adequately and consistently resourced.

7. Improve access to Communications support and expertise for program teams. Noting that new application processes for communication support are now in place, which are facilitating program teams' access to communications advise and expertise.
   a) Clearly explain application processes to program teams.

8. Review whether the high-risk harms are still the most appropriate high risk-harms.

9. Improve evidence available to assess Roadmap outcomes in 2022:

a) Make available industry-level workers compensation data related to NSW WHS targets to better understand the impact of the Roadmap.
b) Ensure all program level evaluations are funded and completed before commissioning the final Roadmap evaluation.
c) Survey relevant workers and PCBUs to collect data on awareness of Action 2 initiatives and impacts on practices and understanding. These results could provide an evidence source for program-level evaluations. Or require program-level evaluations collect data from affected workers and from PCBUs.
d) Include other regulators as stakeholders to the final evaluation.

1. MIDTERM REVIEW OF THE NSW WORK HEALTH AND SAFETY ROADMAP

1.1 THIS REPORT

This is a report of the findings of an independent midterm review of the Work Health and Safety Roadmap for NSW 2022 (the Roadmap) between March and July 2020.

The objectives of the review were:

1. To assess whether the development, design and implementation of activities under the Roadmap are effective, and which activities need improvement to ensure the Roadmap is making a difference.
2. To assess the achievement of outputs of implementation activities and short term outcomes—awareness, participation and reach.

The short term outcomes assessed by the midterm review are drawn from the Roadmap 2022 Evaluation Framework. The focus is on how specific programs and business as usual activities have contributed to the three Action Areas of the Roadmap.

1.2 POLICY CONTEXT

SafeWork NSW, the state workplace health and safety regulator, has responsibility for delivering government commitments under the Roadmap.

The Roadmap is a six-year strategy (2016-2022) that aims to protect workers from harm, reduce unnecessary compliance costs and secure safety standards in NSW workplaces. The Roadmap is intended to enable the continuing decline in fatalities and serious injuries and illnesses in NSW. It sets out agreed priorities to keep safety simple while focusing on mitigating the important risks to reduce harm. SafeWork NSW, the state workplace health and safety regulator, has responsibility for delivering government commitments under the Roadmap.

The Roadmap document is not only for the regulator, but also for peak bodies, associations, community leaders, and each employer and worker – thus not being the SafeWork roadmap but the WHS roadmap. These are the groups who will provide the leadership for positive change in work health and safety in NSW. As such, the Roadmap provides guidance for those leaders and influencers. All groups have played a major part in contributing to the development of the Roadmap sector plans and strategies through extensive consultation.

The Roadmap's vision is for healthy, safe and productive working lives, and it sets out targets to measure success.

1.3   FOCUS ON KEY ACTION AND PRIORITY AREAS

THREE ACTION AREAS

The Roadmap identifies three action areas:

1. Embed the health and safety landscape in NSW workplaces.
2. Prioritise sectors, harms, workers and workplaces where the most significant work health and safety risks exist.
3. Build exemplar regulatory services.

An underlying enabler is community commitment. Community means everyone – workers, employers, professional and community groups, and regulators. Industry, unions and employers are all involved in leading and implementing workplace health and safety actions and many rely on SafeWork NSW advice.

HIGH RISK SECTORS, HIGH IMPACT HARMS, AT RISK WORKERS

Programs to address high risk sectors, high impact harms, and at-risk workers were developed in consultation with industry and other stakeholders (Table 1).

Workers in specified high risk sectors– agriculture, construction, government, healthcare and social assistance, manufacturing, transport— will be significantly safer and healthier.

FIVE TOWARDS ZERO HIGH IMPACT HARMS AND 3 OTHER HIGH IMPACT HARMS

Chosen high impact harms—quad bikes, forklifts, falls from heights, traumatic injury from poorly guarded machinery, working live (electric shock / electrocution)— will be eliminated or significantly reduced.

Three other serious harms to work health and safety identified in the Roadmap were also addressed—hazardous chemicals (crystalline silica and formaldehyde), mental health and musculoskeletal disorder.

HIGH RISK WORKERS

At risk workers will be supported and protected—– young workers, workers from culturally and linguistically diverse (CALD) backgrounds and labour hire workers.

Supply chain initiatives come under Action area 1 and are intended to educate supply chain stakeholders on the role they can play in improving safety with an emphasis on the importance of exchanging critical safety information among those involved in a supply chain.

1.4 METHODOLOGY

1.4.1 KEY EVALUATION QUESTIONS

1. What factors have influenced the progress made on the delivery of the Roadmap commitments (required at the midpoint)?
2. In what areas of health and safety has SafeWork NSW collaborated with peak bodies, associations, and industry, and which of these collaborations have been effective and why?
3. What activities are being driven by industry and how are these contributing to Roadmap outcomes?
4. How has awareness of health and safety obligations changed as a result of Roadmap and associated activities (campaign)?
5. To what extent have Roadmap activities improved awareness of high impact harms, controls and WHS issues for targeted industries and workers in the areas where significant programs have been delivered?
6. In what ways is SafeWork NSW delivering services that are customer focussed, credible, driven by insights, and innovative?

1.4.2 EVIDENCE SOURCES

The review drew on existing performance data including business performance, social research, program-level midterm evaluation reports and new data collected through surveys and interviews. The methodology used closely followed that detailed in the Midterm Review Plan (December 2019). The methods are outlined in Table 1.

TABLE 1.   DATA SOURCES AND ANALYSIS

Evidence Source	Sample size	Analysis
Document review		
Program and Business Documents: • business performance reports • program level midterm evaluation reports • Social research and campaign reports • Baseline research • Internal presentations	55 documents (see Appendix 2 for list)	Program level desk-top review. A meta-synthesis of reported findings about the delivery of program activities and extent and nature of partner engagement; reach of activities and level of participation; and short term outcomes achieved across all three action areas.

Evidence Source	Sample size	Analysis
Surveys of targeted worker groups and PCBUs[4]		Quantitative descriptive analysis
Industry representatives involved in Manufacturing Sector groups	Contacts provided by SWNSW. Survey respondents: n= 79/ 476 (17% response rate)	
Farmers	Peak bodies provided the survey to distribute to their members N = 3[5]	
Partner survey	Contacts for industry and other stakeholders, and businesses who were part of the mentor program provided by SWNSW. N = 44 / 224 (18% response rate)	
Semi-structured interviews with external roadmap stakeholders	Interview participants self-nominated through partner survey. N = 11 / 14 (79%)	Thematic analysis of interview data
Semi-structured interviews with program leads	26 / 26 program leads (100%) 6 /12 program sponsors (50%)	

1.4.3   LIMITATIONS

- **Primary data collection:**
  - The response to the survey of farmers was too low for the responses to be used – just three responses. The survey link was sent to peak groups to distribute and it is unclear how widely the link was distributed. ARTD would not recommend use of this approach in future.
  - The survey responses to the MSG and Partner survey were probably affected by the Corona virus pandemic shut down being just under 20 per cent. It is possible that consequently, the results do not reflect the full range of views.
  - The perspective of the centralised communication unit was not sought at the time; this has been addressed in April 2021 and their perspectives on communication issues documented in relevant sections of the report.

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[4] Private healthcare professionals, managers and owners were to be surveyed in the Midterm evaluation plan for the Roadmap, however due to COVID-19 it was decided to omit this group

[5] Due to the low number of respondents to the survey of farmers, this survey was excluded from analysis

- **Secondary data collation and analysis – planning document, business performance reporting, program level research and evaluation reports, SIRA major claims data, campaign reports:**
  - Limited data were available at the Action Area level, and consequently there were gaps in data across sectors on reach or short term outcomes particularly for action Area 2.
  - The main source of data on short term outcomes for Action Area 2 were program level mid-term evaluations but only three program areas had completed these in time for the review. As such, there were gaps in evidence about the achievement of short term outcomes and reach, which limited our ability to assess program outcomes to date. It will be important that program level evaluations are completed in time for the final review of the program.
  - The views of workers including at risk workers and those from culturally and linguistically diverse backgrounds were under-represented in the available evaluation reports.
  - The SIRA major claims data were not available at the industry level, which means it was not possible to assess the contribution of sector-based interventions on the indicators.

1.4.4   SYNTHESIS OF FINDINGS USING RUBRICS

Findings from the analysis of these data sources were used to populate data matrices outlined in the evaluation plan, which provide a basis for the tables in the report. Evidence from the data matrices was used to assess the short term outcomes under each action area using the performance rubric defined in the evaluation plan.

Performance rubrics are used in evaluation studies to consistently apply evaluative criteria, particularly where multiple programs or elements are being evaluated alongside each other. Rubrics are useful because 'they help make transparent the judgements being applied.'[6] Rubrics can encompass a suite of evaluative criteria (including both qualitative and quantitative data) and can lead to overall summaries of evaluation criteria, which in this case is the achievement of short term outcomes under each action area. [7] The rubric consists of two elements, the scale and the dimensions of merit or criteria. The scale provides a set of thresholds and criteria by which a program objective or goal (here the action area) is scored. The dimensions of merit articulate criteria to be assessed and are the short term outcomes identified in the Evaluation Framework for the Roadmap.

The rubric for the review (see below) was used to make assessments both at the level of individual dimensions (short term outcomes) as well as at the action area level. Each dimension has had a preliminary assessment made against the rubric scale based on available evidence to determine performance.

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[6] Davidson J, Wehipeihana N, McKegg K, and Rogers P, 2011, 'The Rubric Revolution', *Australasian Evaluation Society Conference*, Real Evaluation, Sydney, Australia.

[7] Davidson J, Wehipeihana N, McKegg K, and Rogers P, 2011, 'The Rubric Revolution', *Australasian Evaluation Society Conference*, Real Evaluation, Sydney, Australia.

SHORT TERM OUTCOMES RUBRIC SCORING SCALE AND DEFINITIONS

Scale	Description or definition
Excellent	Clear examples the outcome has been achieved across all relevant program areas and services
Very well	Clear examples the outcome has been achieved across more than two thirds of relevant program areas and services
Well	Clear examples the outcome has been achieved across at least half the program areas and services
Adequate	Clear examples the outcome has been achieved across at least one third of program areas and services
Poor	Few examples of the outcome being achieved by program areas or services
N/E	No evidence about the achievement of the outcome

For each outcome criterion, we also indicated how confident we are in the evidence base upon which the rating is based. The level of confidence in the rating given is indicated by the sharing in the rubric.

Rubric confidence ratings
- Dark blue = confident. Midterm evaluation and or monitoring evidence available; evidence of achievement is consistent across all evidence sources.

- Middle blue = somewhat confident. Most evidence comes from ARTD primary survey or interview data. There is limited other evidence available and/or evidence of achievement differs between evidence sources and across programs.

- Light blue = low-level of confidence. There is minimal evidence available to base a judgement on or sharp differences in achievement across sources.

Two workshops with SafeWork NSW were conducted in early June 2020 to allow program leads to provide feedback on ARTD's initial ratings of the delivery of the Roadmap against the short term outcomes for each action area, and to provide additional evidence for consideration in these ratings.

2.   PROGRESS AGAINST STRATEGIC TARGETS

The purpose of the Roadmap is to drive state-wide activities for improvement in work health and safety in NSW. It establishes targets to measure success in delivering the Vision of healthy, safe and productive working lives. The Roadmap was initially launched in August 2016, and following a review was updated in 2018. The updated Roadmap included more ambitious targets, acknowledging NSW's progress against national targets.

By 2022 NSW now aims to achieve the following results:

- 33 per cent decline in worker fatalities due to injury
- 50 per cent decline in the incidence rate of claims for serious injuries and illnesses
- 50 per cent decline in the incidence rate of claims for serious musculoskeletal injuries and illnesses

2.1   OVERVIEW OF PROGRESS

FATALITY TARGET ON TRACK

- For the 2017-19 period NSW has seen a 31% reduction in fatalities from the original base period and is on track to meet the target for 2020-22.
- NSW notable fatality rate of 0.17, which is below the target rate of 0.34.

SERIOUS COMPENSATED CLAIMS TARGET OFF TRACK

- For the 2017-18 period, NSW has seen a 30 per cent reduction in the incidence rate from the original base period and is currently off track to meet the target for 2021-22.

MUSCULOSKELETAL DISORDERS (MSD) TARGET ON TRACK

- NSW has currently seen a 36.7 per cent reduction in the incidence of MSDs and is on track to meet the 2021-22 target.
- Injuries and illnesses rate of 0.98 which was below the target of 1.03.

2.2   PROGRESS AGAINST THE NSW WORK HEALTH AND SAFETY FATALITY TARGET

Progress against the fatality target is shown in Figure 2. There has been a 42 per cent overall reduction in the incidence rate of work-related traumatic injury fatalities from the original base period to the 2017-19 period. The incidence rate of 1.29 for fatalities for the 2017-19 period is lower than the target fatality rate required to meet the Roadmap target of a 13 per cent reduction in the incidence of worker fatalities over six years, and an incidence rate of 1.34 by 2020 to 2022.

FIGURE 2.   PROGRESS AGAINST THE NSW WHS FATALITY TARGET

PERFORMANCE TO FATALITY RATE TARGET

Source: QRF Strategic Report – FY1819 QTR 4

2.3   PROGRESS AGAINST THE TARGETS FOR MSD CLAIMS IN NSW

There has been a steady decline in the incidence rates of serious musculoskeletal disorders claims in NSW. In 2011/2012 the incidence rate for serious MSD claims was 8.4, which had decreased to 5.32 by 2017/2018. This reduction is below the revised target (August 2018) of a 50 per cent reduction in the incidence of MSD serious claims over six years, and a 4.14 incidence rate by 2021/2022.

TABLE 2.   SUMMARY OF PROGRESS AGAINST WHS TARGETS

Target	Lag Indicators	Findings
A 30% decline in worker fatalities due to injury	Number of traumatic worker fatalities Incidence rate of work-related traumatic injury fatalities	▪ 31% overall reduction in work related traumatic injury fatalities since the original base period ▪ 52 fatalities for 2017-2019 ▪ 42% overall reduction in incidence rate of traumatic injury fatalities since original base period ▪ 1.29 incidence rate for 2017-2019
A 50% decline in the incidence rate of serious musculoskeletal injuries and illnesses claims	Incidence rate of MSD claims in NSW	▪ 5.32 incidence rate ▪ 36.7% reduction in incidence rate
A 50% decline in the incidence rates of serious injuries and illnesses claims	Actual incidence rates	• 17/18 9.83 incidence rate of serious compensated claims • 30% reduction in incidence rate • Slight increase in incidence rates in 16/17 and 17/18 from lowest point in 15/16

Note: The decline in incidence rates is measured over ten years from 2012 to 2022. Serious injury and illness claims include all accepted claims with one week or more time lost due to injury/disease excluding fatality and journey claims.

3.   IMPLEMENTING ROADMAP PROGRAMS

This chapter describes generally how the regulator has worked across sectors to implement activities under the Roadmap, including engaging peak groups and other stakeholders, collaborating with industry and stakeholders, and the factors influencing the delivery of activities.

The chapter addresses three key evaluation questions:

- In what areas of health and safety has SafeWork NSW collaborated with peak bodies, associations, and industry, and which of these collaborations has been effective and why?
- What factors have influenced the progress made on the delivery of the Roadmap commitments (required at the midpoint)?
- What activities are being driven by industry and how are these contributing to Roadmap outcomes?

3.1   IMPLEMENTATION APPROACH

The Roadmap provides Safework NSW with a strategic risk-based focus and ensures continuity of efforts in the six sectors where workers are at most risk of being injured or killed at work and on high impact harms. These program areas are outlined below in Figure 4.

FIGURE 3.   PROGRAM AREAS

- Six high risk sectors - agriculture, building and construction, manufacturing, transport, government and health care and social assistance
- Five Towards Zero high impact harms - falls from heights, quad bikes, forklifts, working live, electrocution/ electric shock and poorly guarded machines
- Other high impact harms - mentally healthy workplaces strategy, musculoskeletal disorders strategy, hazardous chemicals strategy
- Supply chain plan
- High risk workers - those from culturally and linguistically diverse backgrounds (CALD), young workers and labour hire workers

The Roadmap aims to address a range of sectors and harms, diverse workplaces and worker types to develop initiatives which help workplaces become safer. A major challenge in supporting the achievement of these aims is investing enough resources in each intervention over a enough time period to make a difference.

In terms of design and delivery all program planning is underpinned by consultation with relevant stakeholders – peak industry and community groups, employer and employee associations - and by an analysis of the problems and possible solutions, using workers compensation and needs assessment research.

The intervention approaches are on a continuum (Figure 5): from sector-wide awareness raising activities (public awareness campaigns and promotion of safety products), activities focused on changing individual businesses' safety processes/ systems/ capabilities, to activities aimed at changing high risk business' and workers' attitudes and practices.

Interventions addressing Towards Zero High Impact Harms were designed to address each sector's work health and safety context.

Each program area deploys activities using a mix of different behavioural change interventions, appropriate to working within complex and multilayered systems to influence the regulatory environment.

SafeWork NSW has also worked closely with other regulators at the state level, where their roles contribute to achieving the objectives of the Roadmap.

FIGURE 4.   PROGRAM BASED INTERVENTION APPROACHES

Sector wide awareness raising for workers and businesses	Media campaigns	Awareness raising of WHS responsibilities and harms
Development of safety products for businesses and workers in high risk sectors or exposed to high impact harms	Co-design of generic and targeted safety products - safety guidance, video-alerts, case-studies, toolkits, podcasts	Increase understanding and skills of good practice
Targeted capability building for businesses and workers in high risk sectors or exposed to high impact harms	Manufacturing Safety Groups, forums, delivery of face to face training, webinars, advisory services, self-assessment tools for businesses, safety products	Increase skills to make system, process and practice changes
Proactive compliance visits to individual businesses in high risk sectors or about high impact harms. Includes internal capacity building for inspectors	Identification of hazards/ harm prevention, advice on changing non-compliant practices, reinforce educative messaging/ media campaigns	Change business WHS systems, process and practice changes
Strengthening legislation and policy	Reform regulations/ legislation Advocacy	Drive change in business behaviours

3.2   BUSINESS AS USUAL ACTIVITIES

Roadmap programs are supported through the work of SafeWork NSW business as usual activity. In particular, the products and incentive team develops generic work health and safety products that can be used by anyone in any industry. These products may then be adapted to support work on targeted sectors and harms. For example, the WHS Easy to Do Toolkit, which was developed to assist small businesses navigate the complexities of WHS legislation and help them understand their obligations, has been digitalized and is being expanded to include additional program messages for additional target groups.

The Mentally Healthy Workplaces program is integrating some resources into the Easy to Do Toolkit so that these resources are available should people within a sector identify a need for mental health resources in their workplace.

Interactions with Safework NSW inspectors through proactive compliance visits assist PCBUs to increase their capacity to manage health and safety in the workplace and, since 2017, small business rebates that increase the affordability of safety equipment have been tailored to support preventative work in high risk sectors and on high impact harms.

3.3   GENERAL COMMUNICATIONS ABOUT WHS

SafeWork NSW communicates with the community about work health and safety across many priority areas through the SafeWork NSW website and social media. These kinds of communication activities may not directly relate to a priority sector or harm but are intended to raise awareness and drive deterrence around its compliance and enforcement activities.

SafeWork NSW has introduced a notification function on the SafeWork NSW website, where people can proactively receive the below information based on their preferences.

NEW SINCE INTRODUCTION OF ROADMAP

* https://www.safework.nsw.gov.au/compliance-and-prosecutions/safework-inspectors)
* Incident information releases for serious incidents to highlight what went wrong for others to learn from this - https://www.safework.nsw.gov.au/compliance-and-prosecutions/incident-information-releases (also promoted through social media)
* Safety animations to visually show what went wrong for others to learn from this; https://www.safework.nsw.gov.au/advice-and-resources/incident-animations

INTRODUCED BEFORE THE ROADMAP BUT NOW BEING PROMOTED THROUGH SOCIAL MEDIA

* Prosecution and enforceable undertakings outcomes – intended to drive deterrence (also promoted through social media); https://www.safework.nsw.gov.au/compliance-and-prosecutions/prosecutions / https://www.safework.nsw.gov.au/compliance-and-prosecutions/enforceable-undertakings
* Safety alerts (written and video); https://www.safework.nsw.gov.au/resource-library/list-of-all-safety-alerts / https://www.youtube.com/c/SafeWorkNSW
* What to expect when an inspector calls – more customer service than reach – includes video, flyer and content; https://www.safework.nsw.gov.au/compliance-and-prosecutions/safework-inspectors

3.4   ENGAGING INDUSTRY AND OTHER STAKEHOLDERS

The Roadmap seeks to drive state-wide activities for improvement in work health and safety in NSW. It is aimed not only at the regulator, but also at peak bodies, associations, community leaders, and each employer and worker (industry and other stakeholders). The regulator has worked with industry and other stakeholders to enhance the reach and impact of its own activities and encourage others to take leadership in addressing work health and safety.

3.4.1 NATURE OF COLLABORATION WITH INDUSTRY & OTHER STAKEHOLDERS

We've been utilizing those longstanding relationships to develop the solutions to Work Health and Safety problems that they are facing, and they're starting to come to us now. Yes, we are a regulator, but we want to work with you. We are working with them to develop the solutions so they know what compliance looks like. [Project lead]

SafeWork NSW has successfully collaborated with industry and other stakeholders in a variety of ways and across all high-risk sectors and many high impact harms (Figure 6). Most work has been with peak groups—industry associations, Unions, consumer groups — or with large businesses. Medium and small businesses are more likely to interact with SafeWork NSW as users of safety products, to access resources or advice, or be visited as part of compliance visits. Activities to address high impact harms and/or issues for high risk sectors are being coordinated and there are examples of joint delivery of initiatives. Information is being shared. Where the collaboration focuses on consultation and sharing information, collaborations tend to be informal. Collaborations are formalised (via Memorandums of Understanding[8] or contracts) where there are joint delivery of activities (for example, Farm Safety Advisory Pilot) and sponsorship arrangements with peak groups or associations (for example, Master Builders Association, Housing Industry Association, Mates in Construction, Civil Contractors Federation, and Concrete Aggregates Australia).

Although no one instance of collaboration between SafeWork NSW and a specific industry group stands out as being more successful than others, engagement on the design of safety products appears to be the most successful type of collaboration. The co-design process ensures the materials are well accepted by users.

Program areas report that it has been easier to engage industry in efforts to educate PCBUs and workers about safety hazards than it has been to engage stakeholders in developing guidance about rights, responsibilities and accountabilities.

Engagement on Roadmap activities is complementing SafeWork NSW's long-standing business as usual Mentor Program, where mentors from large business share their health and safety experience for free, and the SafeWork NSW Annual Safety Awards, recognising excellence and innovation in work health and safety.

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[8] Some enforceable undertakings include actions designed to support intervention activities and in this sense may also be considered a formal collaboration.

FIGURE 5. HOW SAFEWORK NSW WORKS WITH INDUSTRY AND OTHER STAKEHOLDERS

30,000 *A-Z Farm Safety Guides* were delivered to farms
16 cement trucks were branded with messaging about silica safety

68% of survey respondents were involved in *promoting safety resources*
74% were satisfied with the *sharing of resources*

60% were satisfied with their involvement in developing *sector plans*
65% were satisfied with their involvement in developing *high impact harms plans*
67% were satisfied with their involvement in developing the *Musculoskeletal Injury Strategy*
58% were satisfied with their involvement in developing the *Reduction in Hazardous Chemicals Strategy*

"We provide feedback on a lot of materials being developed. I've been pleased with involvement in the plans." Industry Partner

11 farm visits as part of the *Farm Safety Advisory Pilot Program*, and **10** participants felt they had an increased level of compliance as a result

71% were satisfied with their involvement in the *co-design of products, resources and services*

"We regularly review documentation on behalf of SafeWork—such as the Pocket Guide for construction, documentation for CALD workers, documentation for the silica/ silicosis program—and make sure it is written right for industry." Industry Partner

How SafeWork NSW has worked with industry and other stakeholders

Industry promotion and distribution of WHS guidance materials, sponsoring of events

Used enforceable undertakings to resource WHS information campaigns and research projects

Engaged industry and research institutes in sector and project planning

Industry providing WHS case studies

Community of practice amongst government WHS practitioners

Contracted industry peaks/ NGOs to deliver WHS advisory services

Co-design of WHS guidance materials/ toolkits/ training modules

Industry speakers at MSG events or other forums

Joint research with the Centre for Work Health and Safety Research

BAU Mentor Program and SafeWork Month and Awards

"Safework has presented at one of our conferences."
"There was a conference and it was fantastic. It was pitched at a good level and other organisations were involved." Industry Partners

74 mentors in the *BAU Mentor Program*
134 applications for Awards

59% were satisfied with the *joint research on WHS issues* they were involved in

Note: Survey data from 2020 Partner Survey, N=44. BAU Mentor Program pre-dates Roadmap. Award data is for 2019.

ENGAGEMENT ON PLANNING AND DELIVERING ROADMAP ACTIVITIES

Evidence from the 44 industry and other stakeholders who responded to the partner survey provides some insights into where engagement is occurring. Around two thirds of this group had promoted SafeWork NSW safety resources or had attended health and safety information forums. More than half of the respondents (55%) had attended consultation forums and meetings on sector or harm plans. Around one third were involved in safety groups or are a delivery partner and one fifth had co-designed resources. Just over three quarters had more than one type of engagement with the regulator.

Engagement has occurred consistently across the Roadmap program and across safety product development and delivery. Industry and other stakeholders have been involved in planning activities such as the co-design of safety products, the promotion of safety products and messages, and as delivery partners in programs. Examples of safety products

co-designed with industry or workers include the Pocket Guide to Construction Safety and Young Workers.

Inspectors' attendance at events hosted by peak groups, and in some instance's education initiatives (for example at agricultural field days) have been jointly delivered by inspectors and peak groups. Representatives of the regulator or industry have presented at safety conferences.

An example of a peak group being involved in sector planning is the NSW Nurses and Midwives Association, assisting the regulator to better understand the issue of occupational violence for healthcare workers.

Another peak group, the NSW Farmers Association, is a delivery partner contracted to implement the Farm Safety Advisory Service Pilot in 2020. Their 2020 report on the Farm Safety Advisory Service commented that 'there is still a high level of hesitation from the farming community to engage directly with SafeWork NSW'.

INDUSTRY AND OTHER STAKEHOLDERS ARE LARGELY SATISFIED WITH HOW THE REGULATOR ENGAGES WITH THEM

> *The big thing with SafeWork is that they work collaboratively, they're not heavy-handed, they want to work with you to provide solutions.* [Food service stakeholder]

Industry and other stakeholders are generally satisfied with their interactions with SafeWork NSW (Figure 7). Most respondents to the partner survey (98%) agreed or strongly agreed that SafeWork NSW and industry partners can achieve more together than they could alone. Over 80 per cent of all respondents also agreed or strongly agreed with all the other statements: I am satisfied with the way SafeWork NSW seeks to engage with my sector on work health and safety issues (90%); it is clear how my organisation can work with SafeWork NSW to address shared health and safety objectives (96%). In interviews, peak groups said they had received positive feedback from their members about working with the regulator.

FIGURE 6.   PARTNERS' VIEWS ON HOW SAFEWORK NSW WORKS WITH INDUSTRY
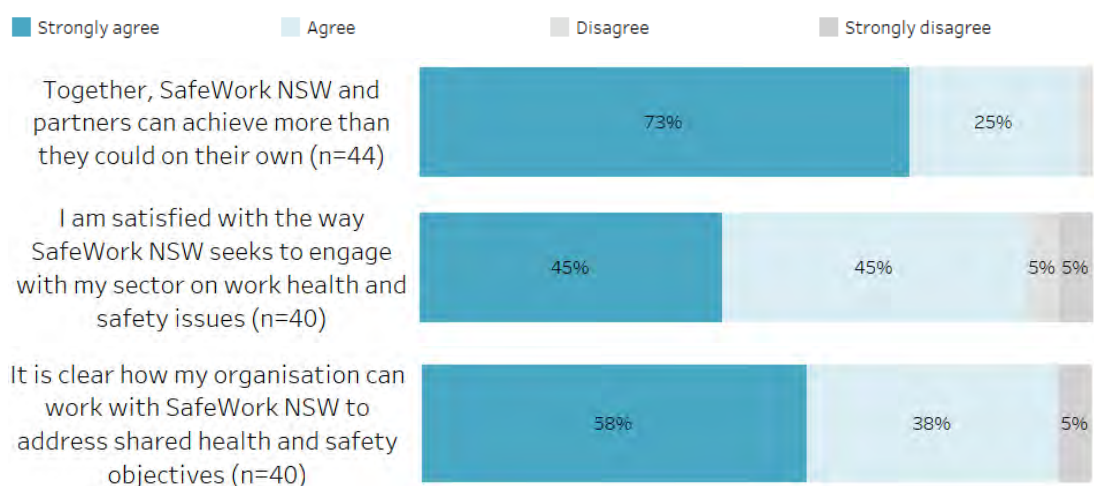
Source: SafeWork NSW Partner Survey 2020.

SOLUTION FOCUSED ENGAGEMENT WITH RESEARCH INSTITUTIONS, EXPERTS AND GOVERNMENT AGENCIES

Involving industry and other stakeholders in identifying research topics and in problem-solving strategies, increases the likelihood of research being utilised by businesses to improve safety. Safework's Centre for Work Health and Safety has formal partnerships with six academic institutes on eight joint research projects to find practical solutions to safety issues. Two projects, Driving Health: National Transport Industry Health and Wellbeing Study and Real Time Silica Detection also have industry partners including businesses and unions.

Staff responsible for program design in agriculture, musculoskeletal disorders, health care and social assistance and hazardous chemicals have also worked closely with academics, industry experts and other government agencies to identify safety issues and solutions to how these can be prevented.

Fifty nine per cent of respondents to the partner survey were satisfied with the joint research in which they were involved.

STRENGTHENING OF RELATIONSHIPS

> *It's all about increased trust. If we trust SafeWork then our members trust them more.*
> [Industry peak group]

As a result of consistent and open engagement with industry and other stakeholders, the regulator has developed strong relationships with industry and other stakeholders across many sectors (Figure 8). Staff members are seeing an increased willingness to work together, sometimes from a low base. Relationships appear to be stronger with peaks groups, big business, academics and some, but not all, unions.

FIGURE 7. PARTNERS' VIEWS ON SAFEWORK NSW
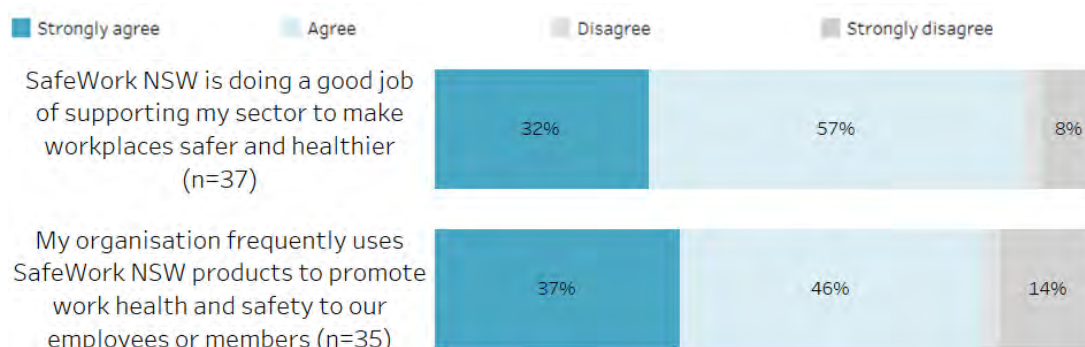
Source: SafeWork NSW Partner Survey 2020.

Partner survey respondents reported liking the way that SafeWork NSW works with industry. In the interviews with industry partners most industry stakeholders were positive about their interactions with SafeWork NSW and provided constructive feedback on how SafeWork NSW could continue to improve its collaborative approach to WHS. All interviewees – even those who offered more critical feedback than others – noted a recent change in SafeWork NSW towards a more collaborative approach to WHS and would like this to continue and/or be expanded.

> *About 10 years ago no one wanted to talk to SafeWork, it was all about the big stick. That's no longer the case, because of the change in approach and looking at how they can work with industry to improve things. Not saying everyone's on board yet, but there's been a shift across business in how they think of SafeWork. I think this is a good thing.* [Food manufacturer]

> *They're not just showing us, they're helping us.* [Government agency]

Some industry stakeholders interviewed were also pleased with SafeWork NSW's approach to joint planning, both in terms of the level of consultation they have been given on the resources and materials developed by SafeWork NSW, and the diversity of the organisations that have been involved in these processes. Overall, industry stakeholders were also pleased with the way SafeWork NSW has been involved in injury prevention initiatives, going beyond their traditional role of enforcing WHS compliance.

> *The big thing with SafeWork is that they work collaboratively, they're not heavy handed, they want to work with you to provide solutions.* [Food retailer]

The most highly valued type of collaboration has been on co-designing and promotion of guidance materials. Having industry input means that the guidance material uses language familiar to the audience and will have potentially greater influence.

Some planned collaboration activities had not taken place by the midpoint. For at risk workers, SafeWork NSW commenced a body of work with labour hire companies, however, during this process they identified that SafeWork Australia was reviewing the guidance and practice of labour hire and contractor and subcontractor management. In response to the new guidelines, SafeWork NSW is working on how these guidelines can be interpreted in relation to labour hire in the manufacturing sector.

Additionally, although not completed, the supply chain strategy has been exploring ways to reach new designers at the tertiary level to encourage safe design.

The Partner Survey found different levels of respondent involvement across a range of collaborative activities between industry and SafeWork NSW (Figure 9). Respondents reported the highest and medium levels of involvement with SafeWork NSW with shared information (80%), safety awareness raising campaigns (80%) and the co-design of products, resources and services (76%). Across all activities industry and stakeholders reported high levels of satisfaction with the collaborative activity they engaged in with SafeWork NSW.

FIGURE 8.   LEVEL OF INVOLVEMENT AND SATISFACTION WITH EACH COLLABORATIVE ACTIVITY PARTNERS WERE INVOLVED WITH
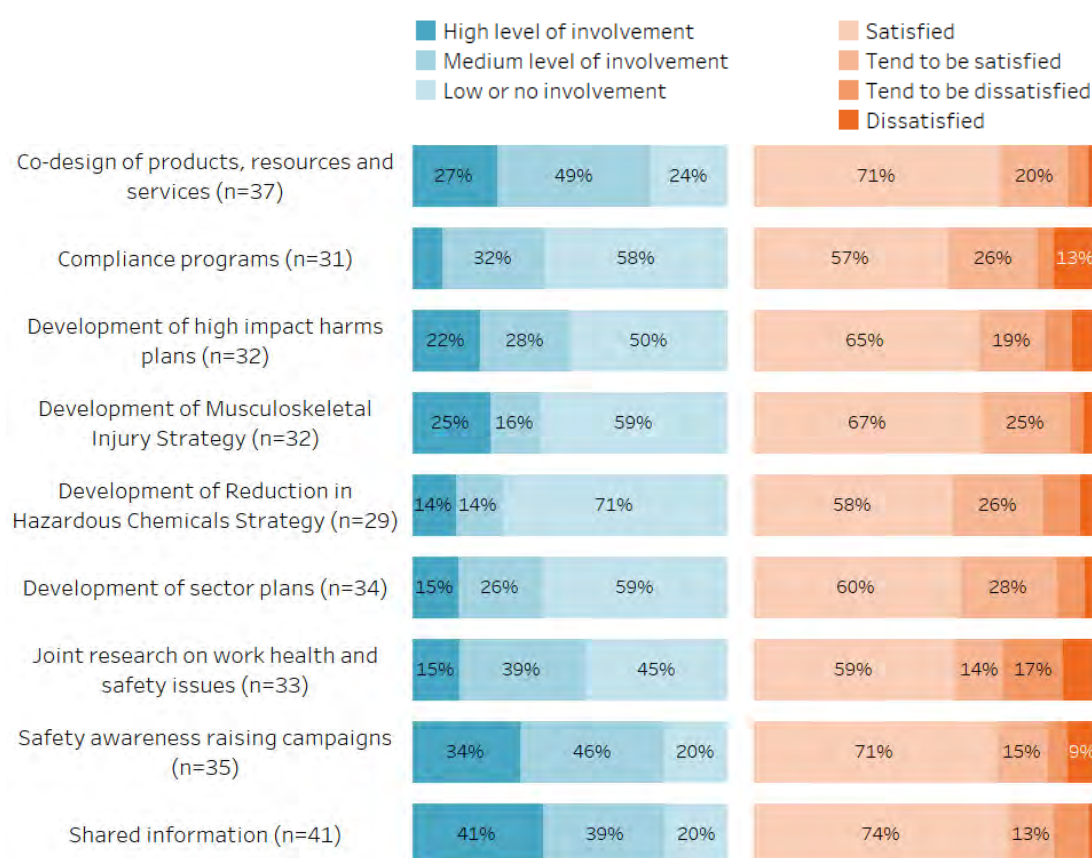
Source: SafeWork Partner Survey 2020.

3.4.2 WHAT'S BEEN LEARNT ABOUT COLLABORATING WITH INDUSTRY

The review explored the regulator's approach to collaboration to identify strengths and challenges. There appears to be some appetite for more permanent consultative mechanisms, for example, sector-based industry reference groups.

STRENGTHS

SafeWork NSW staff members approach collaboration with an understanding that effective collaboration relies on building and nurturing strong relationships, respectful interactions and a mutual understanding of roles.

Open communication, listening and taking on industry and other stakeholder feedback is important because these behaviours build trust and make future engagements more likely. Open communication includes agreeing to differ on some points and managing expectations about what the regulator can and cannot deliver. Depending on the nature of engagement, it also includes developing clear action plans, which capture agreed positions, actions, roles and remit. Commitment from both parties, including the allocation of resources, has allowed actions to be coordinated and to progress.

> *I think it was successful because there were less rules around it, less red tape. And, because it was more informal, it felt less onerous and authoritative, and fostered a sense in us to give more, to really give it our all, and give really in-depth input.*
> [Industry peak group]

Staff members also strive to adapt the way they engage to the culture of the sector or even sub-sector. For example, SafeWork NSW adapted the presentation of icare data to present issues of most importance to the different NSW Government clusters. The new Stakeholder Engagement Team[9] is expected to strengthen engagement in the manufacturing and construction sectors by assisting staff to better adapt communications.

SafeWork NSW recognises the importance of acknowledging the contributions made by collaborating organisations. This engenders ownership of products or messages and encourages use. However, some industry partners expressed frustration about not being permitted to use their logo on jointly developed guidance. Consistent use of the NSW government brand, in particular the waratah, is required by the NSW Government brand guidelines to promote brand recognition and avoid misuse. Only the NSW Government logo can be used for all advertising, project signage and external facing government communications.

STAKEHOLDER ENGAGEMENT CHALLENGES

Working with peak groups has been a feature of SafeWork NSW's approach. Sectors where peak groups do not have broad membership (e.g. manufacturing sector) are more difficult to engage with and require different approaches (for example, conferences and workshops).

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[9] Formed in July 2020

A challenge for SafeWork NSW is maintaining engagement with stakeholders where delays have occurred in delivering activities. These have resulted in stakeholder disengagement and required staff to renew efforts to maintain relationships. However, where relationships are on a good footing, stakeholders are generally understanding about changes to timeframes.

Stakeholders commented on the importance to industry of knowing where responsibilities lie within SafeWork. Having one or more consistent points of contact is ideal. Communications can be disrupted when key contacts change responsibilities or leave the regulator. Stakeholders noted this during recent internal changes. A qualitative study conducted with building and construction team stakeholders by Grosvenor (2020)[10], concluded that stakeholders within this industry have variable views about the quality of SafeWork's engagement. Some stakeholders encounter problems accessing people with the right technical expertise. The NSW Farmers Association 2020 report on the Farm Safety Advisory Service Pilot commented that 'there is still a high level of hesitation from the farming community to engage directly with SafeWork NSW'.

Another stakeholder engagement challenge has been managing divergent views amongst stakeholders who have different perspectives on how best to address harms, for example, in the health sector the views of public health professionals, worker representatives and business sometimes differ.

Managing competing interests and priorities is a common challenge for policy development and program delivery across government. SafeWork NSW has addressed the issue through implementing tight governance arrangements for joint activities and by being clear about its expectations around outcomes, accountability and transparency.

A publication produced after wide consultation may not be well received by those stakeholders whose views have not been given priority. One large union believes that consultation processes have on occasion been 'tick box exercises' and is seeking the re-establishment of a tripartite consultation policy to ensure WHS practices are adopted and sustained.

SafeWork program areas recognise that over time peak industry groups have been asked to engage with different program areas on sector plans and high impact harms, and that the engagement may have an appearance of being uncoordinated. Peak groups who provided feedback for the review highly valued all engagement approaches and understood the necessity for multiple engagements.

3.4.3   BENEFITS OF COLLABORATION

Collaboration on work health and safety issues has benefited the regulator and its partners and strengthened relationships. Our evidence suggests that many industry and other stakeholders believe SafeWork NSW is doing a good job of supporting their sector to make workplaces safer and healthier (Figure 8). Among those who responded to the partner survey, 84 per cent agreed that SafeWork NSW is addressing the most important health and

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[10] Initial findings of Qualitative Research for midterm evaluation of construction WHS plan. Not published.

safety issues for their organisation or members. Having shared objectives is an important prerequisite for successful collaboration.

Collaboration affords industry and other stakeholders the opportunity to bring more focus onto specific safety issues or put forward their perspectives on setting safety standards. Industry peak groups are also motivated to work with SafeWork NSW from a sense of responsibility and an understanding of employers' due diligence obligations to keep workers safe. A related motivation is a strong awareness of the seriousness of an identified high impact harm and concern for those workers at risk of harm.

The benefits of collaboration for the regulator are many. Industry associations such as the Australian Industry Group, for instance, which represent manufacturers, are a conduit to smaller businesses. Industry and other stakeholders bring expertise and insights into how businesses operate, and their worker safety concerns and how to design safety initiatives and address high impact harms.

Industry and other stakeholders are promoting safety products and safety messages about high impact harms and at risk workers to businesses and workers in the agriculture, construction, manufacturing, transport and health care and social assistance sectors. Their involvement enhances the reach of safety products and health and safety messages. Intervention teams are increasingly open to using stakeholder channels to reach businesses and workers. The disadvantages are some loss of control of the messaging and lesser ability to track the reach of products. The advantage is that less investment is needed from SafeWork NSW, which is important in an environment where resources for public awareness campaigns are constrained.

From the perspective of industry associations and unions, being involved in the design of safety products has meant the resulting products are easy to understand and tailored to the business and safety issues relevant to their workers. Peak groups report that members are using safety products developed as a result of collaboration and that they are seeing positive changes in attitudes towards work health and safety obligations. For example, SafeWork NSW worked with Group Training Australia[11] to develop labour hire safety guidance, which was intended specifically for group training organisations. The Team worked with the Chair of Group Training Australia to develop the content, and group training organisations have shared the information across all their work health and safety groups. The labour hire guidance material has also been adopted by SafeWork Australia.

Industry representatives have provided in-kind support and expertise such as presenting at conferences and Manufacturing Safety Group Forums. Where businesses and workers participate in video-case studies, this can demonstrate good practice to other businesses and workers.

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[11] Now called the National Apprentice Employment Network (NAEN)

3.5   ALIGNMENT OF INDUSTRY WHS ACTIVITIES AND THE ROADMAP

At least two thirds of those who responded to the partner survey indicated they are[12] implementing work health and safety actions aligned with the Roadmap. Unions talked about ways they were supporting members to better address high risk harms. Two academic institutes highlighted their adoption of initiatives to improve the mental health of their staff members and reduce musculoskeletal injuries. In the construction sector, new and innovative products for scaffolding safety are now on the market. SafeWork NSW staff members believe that the high profile Scaff Safety campaign and publicity focused on the low levels of compliance with scaffolding safety controls may have prompted the new safety product development.

Outside of the Roadmap, businesses like Tier 1 Infrastructure firms, food businesses and large corporations already had the infrastructure to deliver their own work health and safety education and training. These kinds of businesses may or may not directly interact with SafeWork NSW on specific initiatives. Manufacturers of safety solutions are also active in promoting work health and safety solutions to address the harms identified under the Roadmap. They can and do provide technical expertise to other businesses around safety risks and hazards.

SafeWork NSW mentors, who mostly work for large businesses, are seen by the regulator as advocates for work health and safety, providing leadership within their own industries. SafeWork's mentor program has been in operation for 14 years. Between 2017 and 2019 there were 66 mentors from larger businesses sharing their health and safety experience with 100 mentees.

3.6   FACTORS THAT HAVE INFLUENCED PROGRESS MADE ON THE DELIVERY OF ROADMAP COMMITMENTS

The factors identified by the review are:

1.   Organisational factors

An assumption of the design of the Roadmap was that programs would have consistent access to the appropriate levels of resources to deliver activities. Sector plans and other strategies have been driven by different parts of the agency and this has influenced the resources available to implement activities, and where efforts have been directed and the balance between proactive and reactive work.

- *Where program areas are located in the agency*. High risk sector program teams were organisationally linked with operational areas, whose core responsibilities are compliance related. One positive has been the ready access to inspector expertise and a deep understanding of industries and safety issues. A downside has been part-time

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[12] Source: 2020 Partner Survey. Just 23 of 44 respondents answered this question.

delivery of project work with project managers dividing responsibilities between project-based work and responsive regulatory work.

- *Resourcing of project management and activities*. Project management has been the responsibility of program teams and limited resources have been allocated towards coordination of activities. Most program areas have had one senior project officer allocated to implement a range of activities. Other program areas have not had dedicated senior project officers. The building and construction sector plan has a small dedicated intervention team, which has assisted coordination within operational teams and helped them focus on delivery of project tasks.

  To address resourcing issues in 2018/2019, the SafeWork NSW executive made the decision to stagger deliverables and asked managers responsible to identify which projects should be prioritised and which might be put on hold. For the government sector plan, the main resourcing challenge has been that none of the clusters received extra resources to deliver the plan. Three of the five Towards Zero harms did not have dedicated budgets and plans: electrical safety, forklifts and machine guarding. For management purposes, each of the Towards Zero harm was assigned to a high-risk sector team. The consequence has been lesser emphasis on these harms by sectors not leading the work and a less strategic approach to delivering.

- *Ability to access communications and marketing support and campaign budgets for Roadmap public awareness campaigns and get these launched*. Program teams report that access to communications and marketing support has been negatively affected by of machinery of government changes since the launch of the Roadmap. In 2019-2020, the changes led to some breakdown in understanding how to access communications which in turn caused delays in publishing and promoting safety guidance materials, in delivering training workshops and in launching public awareness campaigns. In mid-2020, plans were in place to introduce new communications structures and improve application processes to address the access issue. The centralised communication units flagged that some SafeWork NSW public awareness campaign briefs did not meet the criteria used to assess the appropriateness of communication campaigns, which are value for money, strategic alignment, and measurability, which added to the time taken for approval of campaigns. Such issues affecting communication campaigns represents a considerable risk in meeting Roadmap commitments and achieving outcomes.

- *Slow and overly complicated approval and decision-making processes*. Internal stakeholders report a multi-layered approval process and a lack of clarity about what steps to follow to gain approvals and about how decisions are made. The time taken to gain approval to progress a project has caused significant delays in implementation even when budget has been allocated. Where the budget is sitting with another agency—for example, for some business as usual initiatives—then the approval process is even more opaque.

2.   Machinery of government changes

SafeWork NSW has undergone several restructures since the Roadmap was launched, all of which have caused some degree of disruption in implementation. The program most affected by the recent machinery of government changes (July 2020) has been the Government Sector WHS Plan, implementation of which was delayed for four months.

3.   Complexity of the regulatory environment in high risk sectors

Many of the high-risk sectors (transport, building and construction, health care and social assistance and manufacturing) are very broad and encompass a wide range of industry contexts, and this influences how messages and initiatives need to be delivered. To be effective, messages and initiatives need to be specifically targeted at the industry level. This is more resource intensive. For example, the construction industry has high numbers of micro-businesses, a high level of contractors, and very large operators. The workforce also has many workers from CALD backgrounds, some of whom do not speak or read English fluently. There is a preference for practical ways of learning and a desire in the sector for resources and products that rely less on text and increasingly use images (including video and infographics) as well as practical training-based products and resources.

4. Emerging safety issues and priorities diverting focus from Roadmap priorities

When a major incident occurs (serious workplace injury or death) both inspector and project resources are diverted to support the investigation team and program-based proactive activities may get lesser priority, causing significant delays to projects.

5. Comparative performance monitoring reporting

SafeWork NSW participates in a national comparative performance monitoring process that compares jurisdictions Australia-wide on the number of site visits and the number of interactions inspectors have with PCBUs. Being involved in this process tends to drive the delivery of compliance activities at the expense of other work on Roadmap priorities such as initiatives addressing system level issues or prevention work.

6. External factors

The review has not re-examined the literature on known external factors identified by SafeWork NSW in previous work, such as the globalisation of supply chains, challenges for rural and regional areas – like skills shortages, isolation and travel times - and the shared or gig economy such as Uber and Airtasker.

- *Shift to digital engagement.* SafeWork NSW has started to leverage the shift to digital engagement as a channel for delivery of products and services. Staff estimate that product and service engagement through webinars is now 60 – 70 per cent compared to about 30 percent three years ago. In 2020, SafeWork have one dedicated full-time equivalent role to support webinars.

- *COVID-19 pandemic impact on program delivery.* From March 2020, the COVID-19 public health crisis has disrupted the delivery of many program activities that relied on face-to-face delivery, such as forums, business training, Manufacturing Safety Group (MSG), and compliance audits/ visits. Project teams have responded by moving forums and education activities into digital formats: for example, introducing webinars to replace face-to-face forums. By doing so, they are reaching new audiences, for example, manufacturing sector webinars are reaching more small and medium businesses compared with the attendance at MSG forums. The government sector plan has responded by postponing self-assessments and focusing on the increase in psychosocial claims in government clusters and agencies.

- *COVID-19 pandemic impact on work practices.* The pandemic has the potential to create additional work health and safety challenges. New work practices may introduce or

magnify existing health and safety risks. For example, staggered shifts increase fatigue. COVID-19 is also impacting on economic activity, with many industries contracting and some expanding. Health and safety can be compromised when businesses are rapidly expanding. For example, changes in operating rules for construction to assist the industry and economy mean that there is an influx of unskilled workers who are new to the sector. These workers may be at greater risk of injury as they do not understand the relevant safe work practices.

- *Natural disasters*. In recent years, NSW has endured a state-wide severe drought and bushfires. The drought has been one of the biggest challenges for improving health and safety within the agriculture sector.

- *Changes in workforce structure and employment conditions*. Two factors were raised when designing the Roadmap: the increase in casual and temporary employment and more people working as contractors instead of employees, for example, in the road transport context. Our survey of industry and other stakeholders found 74 per cent used labour hire workers or contractors. SafeWork NSW delayed the production of guidance material for employers and employees because of work being done at the national level. More needs to be done to promote these materials to workers and the many industries that use labour hire workers, particularly in high risk sectors.

- *Societal problems manifesting as WHS issues*. Among the Roadmap priority harms are issues that have complex societal causes, such as mental health and violence. These issues present in workplaces and, to some extent, can be addressed in specific operational contexts. However, progress in workplaces may be difficult to achieve without broader change to social norms, which requires whole of government action. Much work is being done to address these issues by all levels of government and the non-government sector.

4. ACTION AREA 1 – EMBEDDING THE HEALTH AND SAFETY LANDSCAPE IN NSW WORKPLACES

The objective of Action Area 1 is that NSW workplaces will be managing health and safety effectively. A 'Health and Safety Landscape' consists of a number of key elements—leadership from the top, consultation and communication about safety, organisational capability and practices, worker capability and a safe environment—all of which are critical to achieve excellence in work health and safety practice.

This chapter describes progress made in implementing activities to encourage workplaces to embed a Health and Safety Landscape, and the achievement of short term outcomes.

4.1 OVERVIEW OF PROGRESS AND REACH

The Roadmap (2018) identified four main activities to embed the Health and Safety Landscape in NSW workplaces. Progress made against implementing these activities across business as usual, and as part of sector plans and other priorities and high impact harms is summarised in described Table 3 and further described below. Figure

TABLE 3. ACTION AREA 1 – OVERVIEW OF PROGRESS

Roadmap Activity & description	Progress at Midterm	Reach
Engage widely to develop initiatives which help workplaces of all sizes and types to embed the Health and Safety Landscape	Productive and purposeful engagement with peak bodies, associations and CALD community leaders to develop initiatives to embed the Landscape. No ongoing consultative forums, which could be a risk for maintenance of relationships in the long term. High level of satisfaction with engagement processes.	Very broad engagement with relevant peak bodies and associations. Industry and other stakeholders' survey respondents were most involved in sharing information (80%), safety awareness raising campaigns (80%) and the co-design of products, resources and services (76%).
	Safety Starts Here (SSH) for general community, annually for 3 years - 2017-2019.	19% SSH increase in campaign recognition over 3 years (54% recall in 2019)
	90 risk products available at Q4 FY18-19, which is 82% of planned products.	• SafeWork NSW Website traffic: FY17/18: 655,458; FY18/19: 1,547,241; FY19/20: 1,803,346. • Product usage: products have been viewed or downloaded an estimated 4.4 million times - FY 17/18:

Roadmap Activity & description	Progress at Midterm	Reach
		3,351,146; FY 18/19: 1,193,521*
Support workplaces to put in place each element of the Health and Safety Landscape	Broad range of initiatives to support workplaces: • Consultation@Work Toolkit and Easy to Do Toolkit • Education and training resources accessible on website – 14 Youtube videos, case studies, free workplace advisory visits, free workplace advice workshops, Small Business Assist web tool • Leadership program not delivered; scoping completed • Supply chain plan developed and fact sheets, with narrow focus of amusement industry.	• 107,039 unique page views of toolkit (Sep 2017 – March 2020) • Total of 301,847 views of Youtube videos. Average of 55% of the duration of the videos viewed.
Improve return to work practices	• Health and Return to work verification program – 82% proactive engagement • 40 employer workshops in 2018/2019 • Large community provider verification program	• 326 return to work verifications • 600 PCBUs attended workshops • 20 community providers
Embed the Health and Safety Landscape within SafeWork NSW	Better Regulation Division WHS plan developed	No data

4.1.1   ENGAGE WIDELY TO DEVELOP INITIATIVES, WHICH HELP WORKPLACES OF ALL SIZES & TYPES TO EMBED THE LANDSCAPE

Roadmap: '*Undertake productive engagement and collaboration with peak bodies, associations, and community leaders, so that they support their members to embed the Landscape.*

Launch communications and advertising campaigns to increase the awareness of the Landscape in the general community, and among employers and workers.

Develop tailored products and services for specific industries and different sized businesses to explain the Landscape and help them embed it into their workplaces.'

DELIVERY OF COMMUNICATIONS AND ADVERTISING CAMPAIGNS

At the midpoint, SafeWork NSW has delivered communications campaigns to increase the awareness of the Health and Safety Landscape regarding a range of sectors, priorities, and high-risk harms. A summary of the progress and reach of the community awareness raising campaigns delivered is provided in Table 4.

TABLE 4.   COMMUNITY OR SECTOR WIDE AWARENESS RAISING CAMPAIGNS

What has been implemented	Reach
Safety Starts Here (SSH) mass media campaigns delivered - 2017, 2018, 2019 Priority sector, harms and worker program used the SSH brand in information materials	Campaign recognition has increased by 19% from 2018 to 2019. In 2019 over half (54%) of respondents have seen or heard at least one of the ad channels. Increased brand awareness in CALD communities.
Wait Take Five – encouraging young workers to take responsibility for safety. Social media campaign. Implemented in McDonalds franchises in Australia.	Stakeholders believe the campaign reached large numbers of young workers through franchises
Speak Up App. Aimed at young workers and gives them the ability to report safety concerns anonymously.	Received broad coverage in media when launched in 2020. The app was also promoted by SafeWork NSW to relevant stakeholders through forums and blogs.
Silicosis awareness media campaign 2019	70% recalled consuming silicosis advertising, which had increased from 50% at the start of the campaign. This was largely driven by increases in worker recall of silicosis advertising, which increased to 74% from 42% at the start of the campaign.
Scaff Safe targeted communications campaign	Sector targeted communications campaign. This included • An SMS to more than 11,000 scaffolding licence holders • An email alert to industry associations and unions, scaffolding high risk work assessors and register training organisations as well as major stakeholders and other interested parties • A scaffold safety article published in major industry association magazines, and for dissemination through their channels • Social media postings on Facebook.
Quad Bike Safety Improvement program campaign	There was broad reach of the quad bike safety promotions in all media at 87%, with newspapers, magazines and newsletters the top awareness channels.

Campaigns addressing other sectors, priorities or harms were planned, but had not been delivered at the Midpoint. These planned campaigns include a social media campaign to

promote the young workers e-toolkit and a campaign to increase the awareness of MSD injuries. A mass media campaign for mentally healthy workplaces was also planned but had not been approved at the Midpoint.

SafeWork NSW informants commonly raised access to communications, marketing advice and budgets as issues impacting the delivery of these campaigns. From the centralised communication perspective, campaign applications needed more work to meet approval criteria, particularly to identify how the team planned to measure the impact of the campaign. For some sectors, the reach and extent of safety messages and resources was hindered by little or limited promotion of communications campaigns. Access to communications was highlighted as an issue in the construction sector. SafeWork NSW informants noted that around 30 per cent of construction incidents occur in the period between September and November, but the timing of the budget cycle makes running an advertising campaign in this period difficult. Taking into consideration the time it takes for funds to be approved, for the campaign to be prepared with communications, and the need for funds to be spent before the end of financial year, the campaigns that are delivered tend to be shorter and have less impact as they do not continue through to the time of year when most incidents occur.

DEVELOPMENT OF RISK PRODUCTS AND GUIDANCE MATERIALS

Roadmap program teams and BAU products and incentives teams have produced 90 resources at the Midpoint (Table 5). A summary of risk products developed, their coverage, and reach is shown in Table 6.

TABLE 5.   RISK PRODUCTS FOCUSED ON INFORMING WORKPLACES AND WORKERS ABOUT HEALTH AND SAFETY LANDSCAPE

What has been implemented	Product Coverage	Reach
90 risk products available at Q4 FY18-19.	Product coverage on track. 82% of identified risk products available. 76% coverage across sectors & 93% product coverage for harms. 60% coverage for Groups. Gaps: Codes and standards do not necessarily apply to groups such as At Risk Workers and Government	SafeWork NSW Website traffic: FY17/18: 655,458; FY18/19: 1,547,241; FY19/20: 1,803,346. Product usage: FY 17/18: 3,351,146; FY 18/19: 1,193,521*

Note: * Products included in these totals include White Card CIC, Work Health and Safety legislation, Codes of Practice, Forklift licenses, definitions of PCBUs and workers, Personal Protective Equipment, WHS Incident Notification fact sheet/Report an injury, Electrical inspection and testing, High risk work licenses.

Product coverage for identified risk products was on track at Q4 of the 2018/2019 financial year; however, there were gaps in product coverage for some sectors, high impact harms, and high-risk groups (see Appendix 4). For others such as the supply chain and health sectors more products will be developed to coincide with the launch of new content and

activities currently in development. A scan of the SafeWork NSW website also found that the number of products available online also differed across priority areas.

Businesses and workers were consulted during the development of initiatives and products to help workplaces implement the Health and Safety Landscape. Although it was intended, a human-centred design approach has not been implemented. The ARTD survey of partners found that respondents reported high (27%) or medium (49%) levels of involvement in the co-design of products, resources and services and high levels of satisfaction with this activity. 91% of respondents who were involved in the co-design process tended to be satisfied or were satisfied with this activity.

Key tools for the agriculture (A-Z Farmer Safety Guide) and construction sectors (Pocket Guide to Construction) were co-designed. The Young Worker e-Toolkit and the Guide for Labour Hire addressing groups of at-risk workers were also co-designed. The Australian Amusement Leisure and Recreation Association co-designed supply chain guidance materials. Details of these tools and other tailored safety products are summarised in Table 6.

Highlight: A-Z Farmer Safety Guide
Agriculture sector

- co-designed with NSW Farmers Association
- translates WHS obligations into easy to understand language and practices
- online customisable version for farm manager and workers—e.g. UHF channel used on the property, who to ring in an emergency, who the local vet is, the neighbours' phone numbers

TABLE 6.   EXAMPLES OF TAILORED SAFETY PRODUCTS TO BUILD BUSINESSS AND WORKER CAPABILITY

Product	Numbers distributed or accessed
A-Z Farmer Safety Guide	15,000 delivered to farmers, close to half of all farmers in NSW that are small to medium size. An industry association has agreed to distribute the guide to 30,000 additional farms in NSW.
Easy to Do Toolkit (digital/hard copy versions)	Sept 2018-April 2019; 31 686 unique page views; 11,063 hard copies distributed between September 2018 to April 2019.
Guide for Labour Hire: duties of persons conducting a business or undertaking	No data provided on numbers accessed on SafeWork NSW website or distribution by stakeholders.
Young Worker e-Toolkit: Wait Take Five	Wait Take Five tagline promoted by a range of large organizations and associations including McDonalds, Youth Action, DET, SDA
Pocket Guide to Construction	Stakeholders indicated that the Pocket Guide is widely taken up across the sector. No data available on the number distributed.

Product	Numbers distributed or accessed
Purchasing fact sheets for amusement devices, mobile cranes and forklifts. 6 factsheets, 1 guide, 1 poster	Only recently published in 2020. No data available on the number distributed or accessed on website.
Traffic management Guide	Distributed by industry to large haulage companies, small delivery drivers, paper and oil recycling, freight companies as well; logistic companies, Coles, Australia Post, Transport Workers Union. No data available on the number distributed.

Highlight: PErforM program
High Impact Harms Serious Musculoskeletal Injuries and Illnesses

- Aims to assist businesses to assess and design workplace controls to prevent MSD injuries
- Consists of workshops, websites, and case studies
- SafeWork NSW implemented free PErforM workshops. Over three years 47 workshops were held across NSW with over 600 people participating from a mix of small to large businesses and a range of industries.
- Participants found workshop content useful and the tools easy to follow and relevant

Highlight: Easy to do guide for small business
Products & Incentives

- Helps businesses understand their WHS obligations
- Digital and hard copy versions
- Digital version developed by CfWHS using behavioural insights research
- Guide is being tailored for high risk sectors, high risk workers as required

4.1.2 SUPPORT WORKPLACES TO PUT IN PLACE EACH ELEMENT OF THE 'HEALTH AND SAFETY LANDSCAPE'

Roadmap: *'Engage with relevant stakeholders, including workplace leaders, peak bodies, associations, training providers, employers and workers to encourage and support:*

- *Health and safety leadership at the top of organisations*
- *Effective health and safety capabilities within organisations*
- *The adoption of meaningful communication and consultation practices in workplaces*
- *The establishment of transparent supply chains so workplaces are healthier and safer*
- *Engaging with key parties to develop clear guidance on what a competent person looks like, while ensuring the appropriate regulatory approach is used for those who do not comply*
- *A consistently high standard of widely accessible work health and safety education so that workers have the knowledge, skills and attitudes to work safely.'*

In addition to developing the initiatives discussed above, SafeWork NSW has supported workplaces to embed the Health and Safety Landscape through a range of activities to

encourage and support effective health and safety capabilities within organisations (see Table 7 for a summary of activities).

TABLE 7.   ACTIVITIES DELIVERED TO SUPPORT WORKPLACES TO PUT IN PLACE EACH ELEMENT OF THE HEALTH AND SAFETY LANDSCAPE

Activity identified in the Roadmap	What has been implemented	Numbers distributed or accessed
Products to support workplace communication and consultation on WHS	Consultation@Work Toolkit Aimed at small business-videos, case studies and information for workers, employers and health and safety representatives	107,039 unique page views (Sep 2017 – March 2020)
Awards/ events	9 SafeWork award winners in 2019	139 entries
	Consultation@Work Conferences 2017/2018	216 attendees in 2018
	2019 Silica Symposium	350 attendees
Worker safety education resources/ training	Youtube videos-14 published covering high impact harms	Total of 301,847 views. Average of 55% of the duration of the videos viewed.
	Case studies	933 website hits 51 views of side by vehicle case study; 1933 views of 'Benefits of a side by side vehicle video'
	Return to work	28593 unique page views and 2013 unique downloads (Jan 2017 – Dec 2019)
Mental health	Website Ambassador Program	Website has had 150,000 unique page views since its launch in October 2018 5 participants in the Ambassador Program.
Business awareness raising	WHS advice re mental health	1064 businesses
	Free workplace advisory visits Free workplace advice workshops Small Business Assist web tool	No data

SafeWork NSW also delivered a range of tailored services that were focused on providing workplaces and workers with an accessible high standard of work health and safety education, so that workers have the right knowledge and attitudes to work safely. A summary of these services is shown in Table 8.

TABLE 8.   TAILORED SERVICES – FOCUSED ON INFORMING WORKPLACES AND WORKERS ABOUT WHS

What has been implemented	Participation in services
PErforM a manual task risk management program	47 workshops with 607 participants over four years. 23 workshops in Sydney metropolitan areas, 24 workshops in regional areas. Very well received program, very positive ratings and the quality of the program is highly regarded but the reach is limited by extent of promotion.
Farm Safety Advisory Pilot	Pilot program targeted emerging risks specific to the agricultural sector such as the use of quadbikes and exposure to animals. 58 farms participated in Pilot.
Musculoskeletal Disorder self-assessment tool	Self-assessment tool is still in development and has not been implemented at the midpoint.
Mentally healthy workplaces manager training	1,229 businesses participated
Mental health skills training	838 businesses participated

Embedding health and safety in NSW workplaces requires organisational change and capability building. The first step is building awareness and reaching those with authority to bring about organisational change. Key to doing this within an organisation or business is leadership from the top, but leadership programs for industry have been scoped and researched but not yet delivered.

SafeWork NSW has engaged well with industry, but rarely to the point of making changes to organisations to embed WHS. SafeWork NSW informants report it is safety officers who tend to come to forums and webinars but these groups are not in decision-making roles. The Roadmap assumes that, 'if you change the culture at the top, then there is capacity for the culture to change all the way down the organisation'. SafeWork NSW is still determining both the drivers and barriers in industry, and additionally how to reach leaders.

Highlight – NSW Farm Safety Advisory Pilot program
- Context: The frequency of injuries and fatalities on farm workplaces in Australia is disproportionately high in comparison to other sectors. Negative attitudes towards WHS regulations in agriculture are also more widespread than in other sectors, including attitudes towards the regulator. The increased WHS risk and negative attitudes in the sector are likely related to the geographical isolation of PCBUs and the associated lack of access to WHS resources.
- SafeWork NSW's approach to farm safety: SafeWork and NSW Farmers Association designed and implemented a joint initiative – the NSW Farm Safety Advisory Pilot Program – to address the WHS resource gap by providing direct support to farmers to undertake actions and strategies to reduce WHS risk on their farms. The Pilot helps farmers to assess their current WHS practices against the agricultural sector plan in the Roadmap and to develop a plan to increase the safety of the farm, aligning it with the current WHS framework.
- Achievements: The NSW Farmers Association reported a positive response to the initiative. Pilot participants found that having a person available to help them navigate the complexities of WHS requirements made implementing changes on the farm more achievable. Participants were interested in receiving further guidance on WHS on their farms. The NSW Farmers Association said that a key feature of the Pilot was that it was adaptable to the range of experiences different

farmers have with implementing effective WHS practices. The Pilot has proven to be a cost-effective way of addressing the WHS gaps in the sector. The Pilot achieved significant behavioural change in participating farmers with 97% saying that their understanding of and compliance to WHS obligations had greatly increased and, as a result, they were willing to recommend the program to other farming businesses.

The Government Sector plan relies on agencies to lead implementation. A senior officer interdepartmental committee provides oversight. The result has been a pleasing level of engagement in self-assessment of WHS organisational capacity. It is unclear what actions have been taken as a result

4.1.3   IMPROVE RETURN TO WORK PRACTICES

Roadmap: *'Lead by the SIRA, develop programs to monitor and improve return to work practices'*

The State Insurance Regulatory Agency (SIRA) holds responsibility for administering *Employer Supervision and Return to Work, Workers and Home Building, Compensation Regulation*. SafeWork NSW Health and Return to Work team works in partnership with SIRA with a focus on building PCBU's capability (systems and processes) to better support injured workers to return to work. SafeWork NSW also investigates complaints about return to work matters. More detail of activities relating to return to work practices is provided in Section 4.2.

4.1.4   EMBED THE LANDSCAPE WITHIN SAFEWORK NSW

SafeWork NSW will model best practice by embedding the Landscape into its own organisation

The Better Regulation Division has a WHS Plan, which covers SafeWork NSW.

4.2   ACHIEVEMENT OF OUTCOMES

The strategic outcome for this action area is that NSW workplaces will be managing health and safety effectively.

SafeWork NSW is performing very well or well against three of the five short term outcomes for action area 1—targeted stakeholders are becoming more aware of WHS and accountabilities and are demonstrating an increased willingness to take action; targeted stakeholders can identify ways to improve WHS in their industries and workplaces; and targeted businesses are aware of their return to work responsibilities and can identify ways to improve return to work outcomes in their workplaces (Figure 10. That is, the review identified clear examples of these outcomes being achieved across at least half of all Roadmap program areas.

FIGURE 9. ACTION AREA 1 – PERFORMANCE RATINGS

Short term outcome	Performance rating
Targeted stakeholders are becoming more aware of WHS and accountabilities and are demonstrating an increased willingness to take action	Well
Targeted stakeholders can identify ways to improve WHS in their industries and workplaces	Well
Workplaces are increasing their understanding of the different elements of the WHS landscape	Adequate
Targeted businesses are aware of their return to work responsibilities and can identify ways to improve RTW outcomes in their workplaces	Well
Peak bodies, associations and community leaders are better able to support their members to embed the Landscape as a result of collaborating with SafeWork NSW	Very well

TARGETED STAKEHOLDERS ARE BECOMING MORE AWARE OF WHS AND ACCOUNTABILITIES AND ARE DEMONSTRATING AN INCREASED WILLINGNESS TO TAKE ACTION

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

Evidence from existing research into the impact of specific activities with agriculture, manufacturing, construction and government sector stakeholders demonstrates that targeted stakeholders in these sectors are becoming more aware of WHS and accountabilities, and that some are increasingly willing to act.

Safety Starts with You campaign research (AMR, 2019) has demonstrated positive trends over the past three years for questions that asked about business and workers' awareness of work health and safety and willingness to act on health and safety. White collar workers, compared to other workers, were less likely to agree that work health and safety in their organisation was openly and regularly discussed.

The outcome is not being achieved evenly across targeted PCBUs, and groups of workers in these sectors, or with respect to all high impact harms. The 2019 evaluation of the musculoskeletal disorder strategy found that the strategy has not reached enough PCBUs, particularly small businesses. The report stated that willingness to address MSD risk is significantly higher for manufacturing PCBUs, where three in four PCBUs are willing, whereas most other target industries remain close to the state average. However, farmers seem less inclined to view MSDs as being an issue in their industry, which may be due to a belief that MSD injuries are inevitable and the risk of them cannot be eliminated completely. The

mentally healthy workplace WHS Advice program for all small and medium businesses within NSW has had low uptake because the communication campaign did not go ahead. Stakeholders observed that some individual businesses still exhibit a fear of being prosecuted, which makes them reluctant to engage with SafeWork NSW.

Program areas have delivered a range of activities to reach targeted stakeholders.

- **Consultation@Work** conferences in 2018 and 2019 have reportedly reached businesses of all sizes, increasing conference attendee's awareness of work health and safety accountabilities.
- Pilot of the **Farm Safety Advisory Service** showed that 10 of 58 farms in the Pilot were more aware of work health and safety accountabilities (NSW Farmers Association, 2020). Further, by 2020, 300 farmers state-wide have implemented safety solutions after accessing the small business rebate.
- In 2019, **PErforM workshops** had been delivered to 600 participants (mainly Safety Officers/ Managers/ Supervisors) and across multiple sectors. These workshops were successful in increasing participants' awareness of musculoskeletal disorder issues —90 per cent indicated their knowledge had increased and they could apply this in their workplace (MSD PErforM Program Evaluation Report, 2019). A follow-up survey conducted as part of this evaluation showed that six months or more after their participation in workshops, 88% of surveyed participants had taken action in at least one of the items listed under the MSD PErforM action plan.
- Instinct and Reasons 2020 midterm evaluation of the **hazardous chemicals program** found that there was both increased awareness by stone manufacturers of information about accountabilities and an increased willingness to act, demonstrated by their uptake of small business rebates. Follow-up inspector visits identified changes had occurred in general awareness, education (communication and training) and workplace discussions around exposure hazards.
- In the **government sector**, agencies have engaged in assessments of the safety landscape, with all clusters, but not all agencies within clusters, engaged in this process. The involvement of managers in a high-level governance committee demonstrates that government agencies recognise their responsibilities under legislation.
- Manufacturers have demonstrated their willingness to act on work health and safety obligations through attendance at four **Manufacturing Safety Forums**. ARTD's 2020 survey of attendees showed that although many already understood their obligations, others reported an increased understanding of responsibilities, obligations, priority work health and safety risks, issues and trends and concerns in their industry. Further, most businesses who attended and were not already taking specific actions, indicated they either intended to or had already taken the recommended safety actions.
- Stakeholders from the **building and construction industry** indicated that SafeWork NSW effectively supports their understanding of complex WHS obligations (Grosvenor 2020 qualitative evaluation). Inspections and relationships with inspectors were cited as very useful aids to understanding obligations. Messaging and application of rules were considered consistent by most stakeholders.

TARGETED STAKEHOLDERS CAN IDENTIFY WAYS TO IMPROVE WHS IN THEIR INDUSTRIES AND WORKPLACES

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

Evidence from existing research about activities targeting stakeholders in the agricultural, manufacturing (particularly manufactured stone businesses) and government sectors has provided examples that demonstrate targeted stakeholders can identify ways to improve work health and safety within their industries and workplaces. However, there was a variable amount of change reported across sectors and insufficient evidence to demonstrate the extent to which the outcome has been achieved.

- The evaluations of **quad bike safety program** found positive evidence that stakeholders' have increased their understanding about ways to improve work health and safety on farms. But attitudes towards some key quad bike safety actions remain largely unchanged since 2016. For example, that the keys are removed at night or when not in use (57% disagree to securely locking away and 62% to removing the key).
- The 2020 Instinct and Reason mid-point review of **hazardous chemicals** reported strong buy-in to the importance of best practice control measures that could prevent exposure to Crystalline Silica. While education and training for workers and management feature, suppressing dust with water and using a M or H class vacuum or wet methods (82%) were also seen as very important in preventing exposure. In addition, 74 per cent of stone manufacturers reported new equipment or tools being purchased, 54 per cent now have health checks and 49 per cent have regular air monitoring. These results demonstrate these businesses can identify ways to improve work health and safety. PCBUs in Manufactured Stone were significantly more likely to have made changes in health checks than those in construction (69% compared to 33%).
- The **musculoskeletal disorders** short term evaluation report (Instinct and Reason, 2019) showed that targeted stakeholders are increasingly able to identify ways to address musculoskeletal disorder risks in their industries and workplaces. Amongst those who attended PErforM workshops, 88 per cent of those who responded to a follow-up survey six months or more after attending a workshop indicated that they had made changes to the way they managed hazardous manual tasks.
- The 2020 survey of **Manufacturing Safety Group** participants found that most respondents can identify ways to improve WHS in their workplaces. In the government sectors, government agencies have used self-assessment tools to identify areas for improvement; however more focus is needed on agency specific risks and solutions.
- At the end of December 2019, 2,041 managers from small and medium businesses have participated in **mentally healthy workplaces** with strong participation in manager training for transport sector as a focus industry. However, there is no data at this point on the impact of the training on participants understanding.

WORKPLACES ARE INCREASING THEIR UNDERSTANDING OF THE DIFFERENT ELEMENTS OF THE WHS LANDSCAPE

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

An understanding of the different elements of the work health and safety landscape is a pre-requisite to cultural change. Leadership from the top on health and safety within organisations is considered one of the four key elements of the landscape. The others are organisational capability and practices, consultation and communication, safe environment and worker capability. There are many gaps in evidence for the different elements.

Leadership programs have been planned but only the Mental Health Ambassadors Program has been delivered (five ambassadors to date); it is too early to collect data on short term outcomes. The 2019 DuPont review of NSW safety culture data (collected through *Safety Starts with You* campaign research) concluded that there has been a gradual continuing maturation of respondents' safety cultures (Leadership, Structure and Process and Action) but that progress is slow. Further, the DuPont report implies that more effort is needed to engage leadership from the top. While management commitment may exist, supervisors in dependent cultures are generally held responsible for safety controls, safety emphasis, and safety goals. Attention to safety is made a condition of employment, but with an emphasis on fear, discipline, rules and procedures. To continue to mature a safety culture at this level, organizations face a 'cultural bridge' and crossing this bridge takes significant additional time and targeted effort.

The midterm review identified clear examples from the manufacturing and government sectors regarding workplaces increasing their understanding of the different elements of the WHS landscape. For the manufacturing, healthcare and social assistance, and building and construction sectors, evidence from survey research[13] confirmed that respondents understood the importance of leadership from the top in establishing a safe environment, and worker training and consultation in driving a strong safety culture (see Figure 11).

- Since the Roadmap was launched, just under half (45%) of respondents to the partner survey indicated a moderate to large change in their awareness of how to consult effectively with workers to improve work health and safety.
- The musculoskeletal disorders strategy evaluation report concluded that PCBUs in manufacturing industry have the highest awareness of musculoskeletal disorders. They linked awareness with the ability to put critical preventative control measures in place.
- In the government sector, self-assessments of health and safety controls have been supported by senior managers. The self-assessments indicated that most government

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[13] 2019 follow-up survey of MSD PERforM workshop participants and 2020 Survey of Manufacturing Safety Group participants

agencies are aware of safety controls and issues. But peer to peer reviews of these assessments found differences in understanding, organisational safety capability and practices.

FIGURE 10.   MANUFACTURING SAFETY GROUP RESPONDENTS' VIEWS ON WHS CULTURE
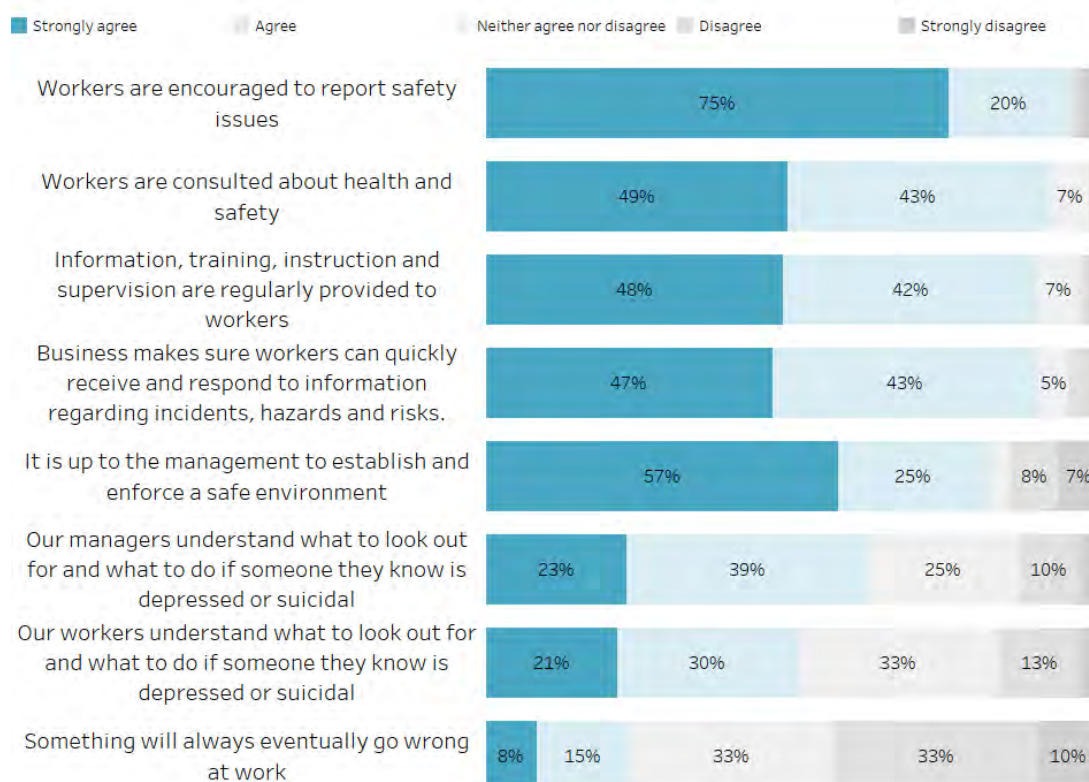
Source: SafeWork Manufacturing Safety Survey 2020. N=61.

The 2020 Grosvenor qualitative research, with building and construction stakeholders, concluded that awareness and value of best practice safety is high and reportedly improving. However, 'pockets' of the industry purportedly value best practice safety less. This includes workers from CALD backgrounds, international workers, young workers, older workers and smaller worksites. The 'bottom line' and time pressures are the biggest challenges to best practice safety being valued.

The Safety Starts Here campaign research also provides a source of evidence about worker capability in general, but not about workers in targeted sectors, or about at-risk workers. From 2016 to 2019, there was a statistically significant increase in the proportion of workers who agree that, "I know the safety rules in my organisation and follow them', with white collar workers' mean score being slightly less than other types of workers.

TARGETED BUSINESSES ARE AWARE OF THEIR RETURN TO WORK RESPONSIBILITIES AND CAN IDENTIFY WAYS TO IMPROVE RETURN TO WORK OUTCOMES IN THEIR WORKPLACES

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

SafeWork NSW Health and Return to Work inspectors work across any industry and any type of employment. In 2018/2019, the team has undertaken 326 return to work verifications, 82 per cent of which were proactive engagements. Workers Compensation claims are used to identify businesses that have a higher risk of a poor return to work outcome. Inspectors make a visit and review systems and provide advice about ways to improve compliance (where needed). If appropriate, inspectors issue improvement notices and may return to check compliance with improvement notices. There was no data on return to work short term outcomes for businesses in the other five high risk sectors.

Specific programs:

- In 2019/2020, the Health and Return to Work team conducted verification visits with 20 large community service employers. SIRA data had shown that a group of 20 large employers had poor return to work outcomes. Inspectors reviewed return to work processes and systems and assisted all 20 employers to structure an action plan. SIRA conducted industry forums. This work was an action under the Healthcare and Social Assistance Sector Plan.
- The Health and Return to Work team also delivered 40 employer workshops in 2018/2019 with 600 employers attending. These workshops aimed to explain return to work guidelines and build employer capabilities to support workers to return to work after injuries. No data was provided on the impact of these workshops on employer capability.

The reviewer notes that in 2018/2019 SIRA launched an online training platform to help employers understand their obligations and better support workers to return to work after an injury.

PEAK BODIES, ASSOCIATIONS AND COMMUNITY LEADERS ARE BETTER ABLE TO SUPPORT THEIR MEMBERS TO EMBED THE LANDSCAPE AS A RESULT OF COLLABORATING WITH SAFEWORK NSW

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

All program areas have collaborated with peak bodies, industry associations and relevant Unions (hereafter referred to as peak groups) in planning and delivering Roadmap activities and this work is described more fully in chapter 3. Engagement has reportedly been 'sporadic' in the manufacturing and mentally healthy workplaces program areas.

The collaborations have equipped peak groups to support their members to embed elements of the Landscape. Nine peak bodies responded to the midterm review partner survey. Five out of nine reported moderate or small changes to questions about changes to their and their members' health and safety obligations and responsibilities. Key internal informants confirm that positive interactions are enabling peak bodies to promote messages about the work Health and Safety Landscape. Peak bodies and associations have an increased willingness to be involved with Roadmap initiatives, sometimes from a low base.

The At Risk Worker program area, in particular, has worked with community leaders representing people from culturally and linguistically diverse backgrounds, which has helped community groups support working people in their communities. For example, The Muslim Female Association is distributing work health and safety resources to women in their community.

The hazardous chemicals program established a Manufactured Stone Industry Taskforce in 2018 that comprised industry, peak bodies, medical professionals, unions and other government agencies including the Lung Foundation, Australian Industry Group and Unions NSW. The taskforce met monthly until its completion on 30 June 2019 with its regulatory considerations provided to the responsible Minister and subsequently submitted to SafeWork Australia.[14]

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5. ACTION AREA 2 – PRIORITISE SECTORS, HARMS, WORKERS AND WORKPLACES WHERE SIGNIFICANT WHS RISKS EXIST

This chapter describes progress made implementing activities that prioritise sectors, harms, workers and workplaces where significant work health and safety risks exist and the extent that short term outcomes have been achieved.

It addresses the evaluation question:

- To what extent have Roadmap activities improved awareness of high impact harms, controls and WHS issues for targeted industries and workers in the areas where significant programs have been delivered?

5.1 OVERVIEW OF PROGRESS AND REACH

The Roadmap outlines initiatives designed to achieve the strategic outcomes of each action area. Progress in implementing the activities and the reach of the activities is outlined below (Table 9) and outcomes in Figure 11.

TABLE 9.   ACTION AREA 2 – OVERVIEW OF PROGRESS

Roadmap Activity	Progress at Midterm	Reach
High risk sectors – agriculture, construction, government, health care and social assistance, manufacturing, transport	- All six plans launched, and range of initiatives being implemented – at Sept 2019 64% projects tasks delivered. - Interventions approaches use multiple levers to change behaviour – proactive compliance campaigns, communications, capacity building, safety guidance materials - Health care and social assistance WHS plan delayed until 2019. - Construction sector most advanced body of work – focus on falls from heights. - Relevant peak bodies and associations engaged in planning, engagement in delivery as needed, depth of engagement varies across sectors/ initiatives	- Variable for initiatives – reached workers and PCBUs across different types of industries. More success reaching large and medium sized businesses compared to small businesses. - Inspector advisory services, proactive compliance visits high risk sectors reached 19,353 workplaces in 2018/2019. 80% of PCBUs (2019 Customer Satisfaction Survey) were more confident about improving work health and safety in the workplace after an advisory visit.
Towards Zero high impact harms: falls from heights; quad	- 1 high impact harm plan developed and substantially implemented – falls from heights, has cross-sector	- Falls from heights: 11,000 scaffolding license holders received SMS text, 727

Roadmap Activity	Progress at Midterm	Reach
bikes and forklifts; 'working live' electric shocks/electrocutions; traumatic injury from poorly guarded machinery	focus; 4 other harms addressed in relevant high-risk sector plans • Variable focus on Towards Zero harms across high risk sectors, reflecting which high sector has lead responsibility and the relevance of the harm to the sector • Falls from heights has been addressed across 3 high risk sectors, with most work done in construction where significant hazard. Multiple compliance programs (Blitz) and communications campaigns (Scaff Safe). Industry events held. • Least focus on electric shock, construction has done worker (apprentices) training. • Forklifts and machine guarding - most work done in manufacturing sector, where dedicated projects. • Quad bike safety program implemented – communications campaigns, farmer education. • 3 Manufacturing Safety Groups (MSG) forums held for Towards Zero harms – falls from heights, forklifts and machine guarding.	inspector visits state-wide; at 24 industry events or 'tradie' nights reaching 950 construction industry stakeholders - employers, site supervisors and tradies • Quad bikes: 87% farmers recall of quad bike safety messages • Forklift safety: 1,100 inspector visits • MSG participation: 461 participants from a broad range of industries
Work with all NSW Government department	• SafeWork NSW is support clusters to implement the Government Sector WHS plan. The program delivery is overseen by an interdepartmental committee and resourced through cluster budget allocations. • Agencies have self assessed their organisational capabilities to address work health and safety and then participated in peer reviews. • Self-assessment results - 78 per cent fulfilled organisational safety capability and practices; 72 per cent met worker consultation and communication practices and 72 per cent enabled a mentally healthy workplace.	• All clusters have completed an initial self-assessment, although not all agencies within clusters have done so. • Eight clusters took part in peer reviews of their self-assessments to provide an objective view on the accuracy of self-assessments. This found a tendency to over-estimate capacity.
Reduce the incidence and severity of	• 2017-2022 Musculoskeletal Disorder Strategy developed	• PErforM: 47 workshops were conducted between October 2015 and December 2019,

Roadmap Activity	Progress at Midterm	Reach
musculoskeletal injuries	• Focus on industry sectors and occupations with the highest number of serious MSD injuries in NSW each year. A mix of capability improvement and education about safety controls to prevent MSD injury. • Participative Ergonomics for Manual Tasks (PErforM) workshops, which educates employers about how to engage with workers at all levels to identify, assess and control hazardous manual task risks within their workplace • Targeted proactive compliance campaign: piloted in the aged care and transport sectors, business identified through complaints and workers compensation data	with a total of 607 participants. • Proactive visits to targeted businesses: 40 visits in 2019
Reduce the impacts and causes of mental ill health with a focus on promoting mentally healthy workplaces that address workplace bullying, workplace violence, and stress in alignment with the NSW Mentally Healthy Workplaces Strategy 2018-2022	• 2017-2022 NSW Musculoskeletal Disorder Strategy developed. Four-year interagency funding program is being implemented in collaboration with SIRA and icare • mentally healthy workplaces website developed • Mental health training for managers of small and medium sized businesses (ongoing). A face to face evidence-informed intervention, which is being delivered in partnership with the Black Dog Institute. • Mental Health skills training for workers in all industries (ongoing). • An online mental health capability checklist for PCBUs located on the website (ongoing). • Development plans – WHS advice for small and medium business	• Target 90,000 businesses acting - slow progress towards meeting this. • Mental Health training for managers: At end of December 2019, 2,041 managers had been trained with strong participation in manager training for the transport sector as a focus industry. The COVID 19 crisis has seen the training transition to online but registrations have been adversely affected. • Mental Health skills training for workers - At end of December 2019, 1,768 workers had been trained. • Online mental health capability checklist: At end of December 2019, 3.2 per cent of visitors to the website did the capability check, which is under the target of >5 per cent. • Development plans: Low uptake to date (192 plans) due to lack of marketing and slow process

Roadmap Activity	Progress at Midterm	Reach
Implementation of the hazardous chemicals and materials exposures baseline and reduction strategy where the level and impact of workplace exposures to hazardous chemicals will be identified and reduced	• 2017-2022 Hazardous Chemicals and Materials Exposure Baseline and Reduction Strategy developed – focus on exposure to silica dust and formaldehyde • Two expert groups support the Strategy; the Air Quality Group and Manufactured Stone Industry Taskforce • Silicosis Awareness Campaign (x2)+ proactive compliance campaign targeting stone manufacturing industry and construction industry (tunnel building) + 2019 Silicosis Symposium • Formaldehyde: proactive compliance program targeting research and manufacturing industries	• 74% of workers in stone manufacturing industry recall silicosis campaign messages • At 30 June 2020, 2,966 inspector visits to relevant visits to assess compliance with controls for exposure to silica dust • 350 attendees to Silica Symposium, 70% who responded to a follow-up survey reported a positive impact on their workplace three months later – the vast majority have already made changes to controls or raised discussions internally. • At 30 June 2020, 269 inspector visits to assess compliance with controls for exposure to formaldehyde
SafeWork NSW will assist in the development of the second State-wide Asbestos Plan and will undertake key prevention programs and awareness activities for workers, asbestos and demolition licence holders and the general community	• SafeWork NSW contributed to development of State-Wide Asbestos plan	• Not applicable
At risk workers - Engage with peak bodies, associations, community leaders, employers and workers, spanning all sectors, to develop plans to reduce fatalities and serious injuries for at risk workers	• At risk workers WHS plan developed in 2018 and specific plans for people from culturally and linguistically diverse backgrounds and migrant workers and for young workers in 2019. No specific plan for labour hire workers • Focus on developing and/or translating safety products that support high risk sector interventions to raise awareness of WHS rights and obligations • Central hub for translated resources established on SafeWork NSW website	• SpeakUp App: 2,174 work health safety submissions sent by end of June 2020 since launch October 2019, leading to 645 improvement notices, 115 notices prohibiting unsafe work activities and $59,040 in penalties. • Access translated resources: 22 translated products viewed or downloaded an estimated 4.4 million times

Roadmap Activity	Progress at Midterm	Reach
	• At risk worker achievement award established • Speak Up Save Lives App (Speak Up) developed-allows young workers to anonymously report unsafe workplace conditions and practices • Wait Take 5 communications campaign (Young workers) in partnership with McDonalds	
High risk workplaces: Work with high risk workplaces to ensure compliance standards are met.	• No plan developed and no sector lead meant efforts here have been uncoordinated and limited e.g. high-risk workplaces targeted in MSD proactive compliance campaign. • Recent adoption of WHS rating to identify high risk workplaces will assist future efforts	• No data provided

5.1.1 HIGH RISK SECTORS AND TOWARDS ZERO HIGH IMPACT HARMS

Roadmap actions: *Engage with relevant peak bodies and associations to develop and implement sector plans for chosen high risk sectors, and plans to address fatalities and injuries from:*

— falls from heights

— quad bikes and forklifts

— 'working live' electric shocks/electrocutions

— traumatic injury from poorly guarded machinery.

DEVELOPMENT OF SIX HIGH RISK SECTOR PLANS AND ONE TOWARDS ZERO PLAN

At the midpoint of the Roadmap, all six high risk sector plans have been developed. These are informed by evidence and done in collaboration with relevant peak bodies and associations (Table 10) and chapter 3.

A falls from heights program plan (May 2019) has been developed that has a cross-sector focus. The falls from heights work under the plan is led by construction with input from a Heights Action Group and via several key projects and major deliverables. The remaining Towards Zero high impact harms— Quad bikes, working live electric shocks/ electrocutions, machine guarding and forklifts are addressed in sector plans.

TABLE 10.   PEAK GROUPS AND ASSOCIATIONS ENGAGED IN HIGH RISK SECTOR PROGRAM PLANNING

Sector	Main partners
Agriculture	NSW Farmers Association, Country Women's Association, Department of Primary Industries
Building and Construction	Housing Industry Association, Master Builders Association, local Councils, Unions, industry associations, Sydney Metro
Government	Portfolio managers, Safework NSW operational managers, Corrective services, NSW Police, Transport NSW
Health care and social assistance	Ministry of Health, Local Health Districts, Nurses Union, the Health Service Union, Australian Salaried Medical Officer Foundation, Ramsay, Health e-Care, Healthscope, Life Without Barriers, Lifestyle Solutions, Hammond Care, Mission Australia Aged Care, National Disability Insurance Service providers, National Disability Forum, Uniting Care
Manufacturing sector	School of Regulation and Global Governance ANU (RegNet), Australian Industry Group, Yates Australia, Temper Zone, Goodman & Fielder, BlueScope Steel
Transport	The Livestock Bulk and Rural Carriers Association, Ron Crouch Transport at Wagga, Trucks and Sheds, Health Heads

IMPLEMENTING HIGH RISK SECTOR PLANS

Four of the six high risk sectors have implemented substantial pieces of work under their plans including projects to address high impact harms, and all sectors have implemented multiple interventions (Figure 11). Sector-wide awareness raising activities come under action area 1 and have been described in chapter 4. At September 2019, 125 Roadmap projects were listed as being started in the program management system. Overall, 64 percent of project activities had been delivered at September 2019 for these sectors.

- The construction program area is most advanced in implementing their plan of work (Table 11). Construction has focused on falls from heights running multi-interventions encompassing public awareness raising campaigns, product safety development and proactive compliance programs; agriculture on raising public awareness of quad bike safety, farmer training and rebates; and manufacturing on education and capability building.
- The transport and health care and social assistance sectors are both very broad and as such decisions were made to focus on particular sub-sectors and additional industry specific harms. For Transport, the focus has been on road freight transport sector. New harms for that subsector are traffic management and safer mobilisation of vehicles.
- The Health Care and Social Assistance WHS Plan was finalised sometime after the other five sector plans (September 2019) and the COVID 19 crisis has caused implementation of the plan to be delayed. The plan identifies five industries with early implementation activities focusing on the residential aged care industry. Sector specific harms are psychosocial hazards and work-related violence. Although these harms are common across the chosen industries, the implementation will be very industry specific. SafeWork NSW's role in implementing the Government WHS Sector Plan work has

focused on supporting clusters to assess work health and safety capabilities (see section 5.1.2).

TABLE 11.   HIGH RISK SECTOR PROJECTS BEING IMPLEMENTED OR COMPLETED

Sector	Major project/s*	Main groups reached
Agriculture	Quad Bike Safety Program Farm Safety Advisory Service Pilot	Broad acre farmers, horticulture, sheep and beef farmers
Building and Construction	Falls from Heights Program (Blitz & Operation Scaff Safe) Research into causative factors – falling from ladders	Tier 1 and 2 construction companies, electrical apprentices, Housing Industry Consultative Committee, Sydney Metro
Health care and social assistance	Pilot the Patient Handling Injuries Review of Systems (PHIRES) Toolkit**	Residential age care and hospitals
Manufacturing	Manufacturing Safety Group forums (x5) Forklift safety program, Machine safety program	Manufacturers of: food and beverages; fabricated metal; primary metal products; manufactured stone; wood products; furniture; pulp, paper and converted paper products; tobacco
Transport	Nobody is Built for Impact Safety Around Your Vehicle** Young worker video case study What you told us reports	Livestock carriers, large haulage companies, crane haulage companies

*Excluding safety product developed covered below. Details of proactive compliance shown in Table 11.
**Early stage of implementation.

FIGURE 11.   ACTVITIES TO ADDRESS HIGH IMPACT HARMS BY HIGH RISK SECTOR

	Agriculture	Construction	Government sector	Manufacturing	Transport	Health care and social assistance
Falls from heights		teal square, orange square, teal triangle, red square, dark blue triangle, dark blue pentagon		orange circle	teal square, red pentagon, red square, dark blue pentagon	
Forklifts				orange circle, red square, orange pentagon, dark blue square, dark blue pentagon		
Machine guarding	teal square			red square, orange circle, teal pentagon		
Electric shock		red square, red triangle				
Quad bikes	red square, dark blue triangle, teal triangle, orange square, teal circle					
Hazardous chemicals		teal square, dark blue pentagon		orange square, dark blue triangle, dark blue pentagon, orange circle, red pentagon		
Mental health	red circle		teal triangle	red square, orange circle, dark blue circle	red circle	red circle
MSD			orange triangle	orange triangle, orange circle	orange triangle, dark blue pentagon	orange triangle, dark blue pentagon
Supply chain					teal square	
High risk workers	teal square			teal square	teal square	teal square

KEY

Safety Guidance Product/s = teal square	Events = teal triangle	PCBU training = teal circle	Machine Safety Program = teal pentagon
Video alerts and video case studies = red square	Workshops - workers = red triangle	MHW training = red circle	Symposiums/conferences = red pentagon
Mass media campaigns = orange square	PErforM workshops = orange triangle	MSG forums = orange circle	Education - business = orange pentagon
Forklift Safety and High Impact Harm Program = dark blue square	Rebate Program = dark blue triangle	WHS advice = dark blue circle	Proactive compliance = dark blue pentagon

Figure 12 shows that:

- Across the Roadmap, each program area has focused on one or two Towards Zero Harms, reflecting the relevance of the harm to the sector and where responsibility lies in leading the work to address the harm. Program areas with lead responsibility for a high impact harm, have worked most on that harm. For example, building and construction

are the lead sector for falls from heights and have had a much greater reach to industries in that sector. By contrast, mental health training workshops have only recently been piloted with a small number of freight companies in the transport sector.

- Falls from heights been addressed across three high risk sectors, with most work done in construction where falls are a significant hazard.
- Lesser focus on addressing electric shock/ electrocutions.
- Forklifts and machine guarding - most work done in manufacturing sector with safety products developed for PCBUs in agriculture sector

PROACTIVE COMPLIANCE PROGRAMS

Proactive inspector visits directly reach businesses in high risk sectors and where high impact harms present a hazard to safety (Table 11). The purpose is to increase awareness of safety controls and what it takes to comply with regulations, and influence safety practices and behaviours.

At end of June 2019, 53 per cent of visits were proactive. Inspector time is a finite resource and their ability to do proactive work is influenced by the high demand for their input across Roadmap priorities and their reactive and investigation responsibilities. Program areas have competed for inspector time to complete compliance visits/audits especially where state-wide coverage is the aim. For some harms, the small number of inspectors with specialist skills limits coverage. Projects have provided training to ensure inspectors understand compliance processes for specific harms but still may not complete proactive visits within desired time frames.

The construction intervention team has made the most use of proactive compliance to address falls from heights having delivered several compliance campaigns—Falls From Heights Blitz and Operation Scaff Save.

TABLE 12.   PROACTIVE COMPLIANCE PROGRAMS UNDER HIGH RISK SECTOR PLANS

High risk sector	Harm	Site visits/interactions
Building and construction	Falls from heights	Falls from Heights Blitz Operation Scaff Safe: 727 inspector visits state-wide
Health care and social assistance	Psychosocial hazards and work-related violence	No data. Small number and further visits delayed by COVID 19 crisis
Manufacturing	Crystalline silica	At 30 June 2020, 2966 inspector visits
Manufacturing	Formaldehyde	At 30 June 2020, 269 inspector visits
	Electrical safety	No data provided
	Forklift safety	1,100 inspector visits
	Machine Guarding	No data provided

Highlight: Operation Scaff Safe, a Proactive Compliance Program
Building and construction sector, Towards Zero High Impact Harm Falls from Heights

- 1 April and 30 September 2019, a follow-up to unacceptable levels of non-compliant scaffolds found during the 2017/18 construction blitz on falls from heights.
- 727 construction sites visited, issued 855 notices, including 33 falls-related on-the-spot fines totalling $113,040.
- primary scaffold risks were missing components, large gaps between the working platform and building edge/face, no vehicular protection when required and inadequate ties to the building. Additionally, 37% of scaffolds appeared to have been altered by workers who did not hold a scaffolding high risk work licence.
- Poor compliance points to a continued focus on scaffold safety being required
- The findings received wide publicity and subsequently two new scaffolding safety products have been developed and are on the market.

Highlight: Forklift Safety and High Impact Harm Program
Manufacturing sector, Towards Zero Harm Forklifts

- Targeted manufacturing businesses, predominantly in their warehousing spaces.
- Internal capability building. Education for SafeWork NSW inspectors across the state about forklift safety advice to ensure consistency of advice and encourage forklift safety compliance to become part of regular compliance activities
- Proactive compliance or verification visits – 1100 visits and follow-up survey
- Self-assessment tool forklift safety tool developed and promoted

SAFETY PRODUCT DEVELOPMENT

All high-risk sectors have developed safety products with just over three quarters of planned products developed by the mid-point (Table 12). The safety products encompass fact sheets, web content, video case studies, video alerts and pocket safety guides. Many of these products have been translated into community languages and are available in a central hub on the SafeWork website. Key products and the reach of these are described in action area 1, Section 4.1.1. Safety products giving advice on mitigating the risks from all high impact harms are available on the website (Table 13). The lowest coverage is for health care and social assistance and government sectors because these plans were rolled out later than the others.

TABLE 13.   PRODUCT COVERAGE BY SECTOR

Priority areas	Coverage statistics (End June 2019)	No. products available on website
SECTORS	**76%**	**95**
Agriculture	100%	5
Construction	100%	36
Manufacturing	100%	47
Transport	100%	2
Health Care and Social Assistance	33%	4
Government	20%	1

TABLE 14.   **PRODUCT COVERAGE BY TOWARDS ZERO HIGH IMPACT HARM**

Priority areas	Coverage statistics (End June 2019)	No. products available on website
TOWARDS ZERO HIGH IMPACT HARMS	**94%**	**111**
Falls	100%	15
Quad bikes	100%	-
Forklifts	100%	16
Electric shock	100%	8
Guarding	100%	12

Highlight. Young Driver Video, *Nobody is built for Impacts*
Transport sector safety initiative for high risk workers

- A young truck driver (winner of the young driver of the year award) talks about safety, taking a lead in their own safety, speaking up if you see safety hazards
- Video is on the SafeWork NSW website
- Featured in the Livestock Bulk Rural Carrier association member newsletter
- First initiative that targets young drivers

TARGETED CAPABILITY BUILDING INITIATIVES

A range of capability building initiatives have been delivered to managers and workers in high risk industries about safety controls and mitigating hazards from high impact harms, and internally for inspectors. For example, Manufacturing Safety Groups on high impact harms, presentations on high risk harms at industry events or symposiums, e-learning modules, safety self-assessment tools (forklift self-assessment tool) and webinars. Many of these initiatives have targeted PCBUs, especially managers and safety officers and fewer have been for workers. The reach of the initiatives varies across the high-risk sectors and depends on the stage of implementation.

Highlight: Participative Ergonomics for Manual Tasks (PERforM) workshops
Cross sector initiative – transport, government and manufacturing

- October 2015 to December 2018, 47 workshops were held across NSW with over 600 people participating, from a mix of small to large businesses and a range of industries. The participants varied from frontline employees to business leaders and safety officers.
- Workshops were well received - 77 per cent rating them as excellent, 90 per cent believed the tools could be applied in their workplace

Highlight: Electrical apprentices' workshops
Building and construction sector, working live electrical safety/ electrocution

- Focus on workers' safety rights on site
- Introduce apprentices to advisory services and safety resources
- Delivered by experienced inspector, familiar with the industry and compliance issues
- Received positively by participants

Highlight: Scaffold Safety Presentations for Construction Industry
Building and construction sector

- Focus - scaffold safety and to provide advice about controlling risks
- Inspectors presented at 24 industry events or trade nights reaching 950 construction industry stakeholders - employers, site supervisors and tradies
- Inspector capability training
- 25 per cent of those reached had CALD backgrounds

Highlight: Manufacturing Safety Groups
Manufacturing sector, high impact harms

- 2018-2020. Briefing of risk, safety controls
- Five forums each addressing a high impact harm –forklifts, machine guarding, falls from heights, musculoskeletal disorders, crystalline silica
- Mix of presentations and interactive sessions, expert speakers
- Reached a total of 461 participants from a broad range of industries
- Received positively by participants, 80 per cent or more rating as excellent or good

DELAYED PROJECTS

The projects that were expected to have been well underway at this point and have been delayed substantially are listed below (Table 14). The reasons for delays are varied and include insufficient dedicated project resourcing, availability of inspectors for proactive compliance work, the COVID 19 crisis, and limited resources allocated towards awareness raising campaigns. These factors are discussed in more detail in chapter 3.

TABLE 15.   DELAYED PROJECTS ACROSS HIGH RISK SECTORS

Sector	Project
Building and Construction	- Reform of the Building Code of Australia - Digital safety management tools for small businesses in building industry - Roofs
Health care and social assistance	Pilot of the APHIRM (A Participative Hazard Identification and Risk Management) toolkit which focusses on both the manual handling and psychosocial hazards that affect MSD risk.
Manufacturing	- Raising the Standard of Safety Leadership – for CEOs and safety leaders - Machine safety program – collaboration with designers, manufacturers, installers and users to improve the flow of safety information, taking into consideration the lifecycle of the machine. - Noise safety program - develop and promote strategies to reduce noise risks. - Regulatory reforms for forklift safety.
Transport	Video case study: vehicle immobilisation

REACH

The industries, kinds of businesses and employee groups have been reached through implementation of sector plans and are summarised in Table 10. In general, the Roadmap

has been more successful reaching big businesses (employers and workers) and less successful in reaching small and microbusinesses. Small and microbusinesses in some industries (e.g. construction) tend not to be members of associations and many workers are not a member of a union. Small businesses often do not have resources for dedicated safety officers. These factors mean there are no obvious communication channels apart from mass media or social media. Where SafeWork NSW projects have received media coverage (e.g. SpeakUp App, Operation Scaff Safe) then the reach of safety messages has been amplified. For example, the coverage of SpeakUp App increased the use of the App to report unsafe practices.

Program leads commonly felt that those who are already predisposed to ensuring safety in the workplace that are more inclined to engage in education events and workshops. This observation is supported up by feedback from PCBUs who attended MSG forums; where a majority reported already having many of the safety controls discussed in place.

5.1.2   SUPPORT GOVERNMENT AGENCIES TO DELIVER WHS INITIATIVES

Roadmap action: Work with all NSW Government departments to support them as they deliver work health and safety initiatives

SafeWork NSW support clusters to implement the Government Sector WHS plan. The program delivery is overseen by an interdepartmental committee and resourced through cluster budget allocations. At the senior Departmental level, executives recognise that agencies are responsible for ensuring work health and safety under the state legislation. Agencies also recognise the seriousness of work health and safety issues, for example, dealing with aggression and violence in the health sector, and mental health across all agencies.

The main focus has been on assessing organisational capabilities to address work health and safety. To date, all clusters have completed an initial self-assessment of organisational safety capability, although not all agencies within clusters have done so. Eight clusters took part in peer reviews of their self-assessments to provide an objective view on the accuracy of self-assessments. The results of the self-assessments were that 78 per cent fulfilled organisational safety capability and practices; 72 per cent met worker consultation and communication practices and 72 per cent enabled a mentally healthy workplace.

The delivery of activities under the plan was disrupted by machinery of government changes in 2019.

5.1.3   PREVENTING SERIOUS INJURY AND ILLNESS FROM MUSCULOSKELETAL DISORDERS, MENTAL HEALTH AND HAZARDOUS CHEMICALS

Roadmap actions: Engage with peak bodies, associations, community leaders, employers and workers, spanning all sectors, to develop and implement plans to: reduce the impacts and causes of mental ill health with a focus on promoting mentally healthy workplaces that address workplace bullying, workplace violence, and stress in alignment • reduce injury – the incidence of musculoskeletal disorders • implementation of the hazardous chemicals and materials

exposures baseline and reduction strategy where the level and impact of workplace exposures to hazardous chemicals will be identified and reduced • SafeWork NSW will assist in the development of the second state-wide Asbestos Plan and will undertake key prevention programs and awareness activities for workers, asbestos and demolition licence holders and the general community.

Strategies and plans have been developed to address hazardous chemicals (silica and formaldehyde), promote mentally healthy workplaces and prevent musculoskeletal disorders. The second state-wide Asbestos Plan has been developed with input from SafeWork NSW.

SafeWork NSW has engaged widely with researchers, peak groups/associations and government agencies to implement the three programs. The reducing hazardous chemicals program convened two expert groups; the Air Quality Group and Manufactured Stone Industry Taskforce. These groups supported the planning and implementation of activities to reduce exposure to silica in stone manufacturing and tunnelling industries. Peak groups and associations involved in the planning process reported a high level of satisfaction; 94 per cent respondents to the 2020 Partner Survey were satisfied with involvement in the development of the 2017-2022 Hazardous Chemicals and Materials Exposure Baseline and Reduction Strategy, and 92 per cent with their involvement in 2017-2022 NSW Musculoskeletal Disorder Strategy development.

TABLE 16.   INDUSTRY AND OTHER STAKEHOLDERS ENGAGED WITH SAFEWORK NSW ON PRIORITY HARMS

Sector	Main stakeholders engaged in planning and implementation
Hazardous chemicals	icare NSW, Manufactured Stone Industry Taskforce, TAFE, product suppliers, research institutes, emergency services, construction, manufacturing, product/equipment suppliers, occupational hygienists
Mentally healthy workplaces	SIRA, icare, Black Dog Institute, NSW Health, Mental Health Commission, large NGOs, Mental Health ambassadors: Lancôme, Jacobs, Western Earth Moving, and the Newcastle Airport, Sydney FC football club.
Musculoskeletal disorders	icare NSW, Australian Workers Union, Manufacturers Workers Union, Shop and Distributors Alliance, Aged Care and Nursing Union, Nurses and Midwives Association, Public Sector Association, Raw Constructions NSW.

All three programs of work have been substantially implemented and all use a multi-intervention approach. All have developed product safety guidance (Table 16). The programs have had different levels of success in reaching their targets. Given the nature of harms and target industries the programs of work are quite different, for example mentally healthy workplaces and musculoskeletal disorders programs have a strong focus on building the capability of managers and workers, whereas the reducing hazardous chemicals program has a strong proactive compliance focus.

TABLE 17.   HIGH IMPACT HARMS PRODUCT COVERAGE

Priority areas	Coverage statistics*	No. products available on website**
Hazardous chemicals	100%	37
Mentally healthy workplaces	100%	14
Musculoskeletal disorders	-	9

Source: *Quarterly Forum Review Report 18/19, Q4 **ARTD scan SafeWork NSW Website.

REDUCING HAZARDOUS CHEMICALS

This program has focused on reducing exposure to two hazardous chemicals, silica dust and formaldehyde with more resources invested in preventing silicosis. All product safety materials have been developed and are available online. Proactive compliance programs have been conducted in industries where silica (manufacturing and construction) and formaldehyde (research and manufacturing) are hazards (Table 17). A public awareness campaign about the risks of exposure to silica has been conducted. See below for more details about the work done to address the hazards of silica.

TABLE 18.   PROACTIVE COMPLIANCE – HAZARDOUS CHEMICALS

Harm	Visits/interactions
Crystalline silica	At 30 June 2020, 2,966 inspector visits
Formaldehyde	At 30 June 2020, 269 inspector visits

Highlight: Reducing exposure to crystalline silica
Manufacturing and construction sectors, hazardous chemicals

- Context: There is an emerging awareness of the link between chronic lung disease and exposure to crystalline silica dust. Individuals working at manufactured stone businesses are at particularly high risk of exposure to silica dust. These businesses also tend to have high proportions of workers from CALD backgrounds who are less aware of their work health and safety rights. Workers in the broader construction industry are also at higher risk of silica dust exposure. On average, there have been nine workplace injury claims of silicosis in NSW each year since 2011-12. In 2018-19 there were 40 adverse health monitoring reports from icare, with 21 of these coming from manufactured stone businesses. With the right measures and protocols in place to reduce exposure it is possible to work safely with silica.

- Behaviour change strategies and reach: SafeWork NSW targeted construction and stone manufacturing, using multiple levers to encourage behaviour change by PCBUs that work with silica. This included raising awareness via media campaigns, symposiums and proactive compliance visits. Two mass media campaigns have been conducted - one in 2018 and one in 2019 - including the use of paid advertising. The 2018 campaign, with a budget of approximately $50,000, took out ad space on radio stations such as Triple M and SBS. Ads purchased on SBS radio were designed to specifically target CALD workers. The campaign resources were directed towards geographic areas with higher levels of migrant workers, particularly Western Sydney. SafeWork is continuing to develop safety messaging for diverse audiences, including translation into Chinese, Vietnamese and Arabic, currently being finalised. SafeWork completed 2,966 inspector compliance visits, participated in more than 5,000 interactions, including a large symposium in 2019, and a regional roadshow. SafeWork has a target of 9,000 interactions by the end of the initiative.

- Reforming and updating regulatory frameworks. SafeWork established the Manufactured Stone Industry Taskforce to improve the regulation and distribution of silica across NSW, review safety controls within the industry and provide recommendations to restrict the circulation of silica across NSW. On the Taskforce were unions, TAFE, product suppliers, PCBUs responsible for the fabrication of silica, respiratory physicians, occupational health hygienists and other government agencies.

- Partnership with icare: 1) SafeWork NSW co-funded research to develop a wearable silica-detection device to monitor exposure to silica; reforming the regulation of silica. 2) icare provided lung screening services for workers at risk of developing silicosis, which in 2018-19, resulted in 4,567 workers screened for silicosis. 3) icare also provides an occupational screening service free of charge to businesses who had received an improvement notice by SafeWork NSW for silica dust exposure and to businesses with under 30 employees.

MENTALLY HEALTHY WORKPLACES

The *NSW Mentally Healthy Workplaces Strategy 2018-2022* is the first comprehensive workplace mental health policy in NSW. The strategic intent is that by 2022, more than 90,000 businesses (10% of NSW businesses) are taking effective action to create mentally healthy workplaces.

The strategy is guiding work on addressing serious mental health issues in workplaces across four focus high risk sectors (transport, government, healthcare and social assistance, manufacturing). The four-year interagency funding program is being implemented in collaboration with SIRA and icare. For example, SIRA has a grant program for businesses of

up to $50,000 for new ideas to do with Workplace Mental Health. icare is promoting mental health awareness through events and also research, particularly in the area of social connection and social isolation. icare is also offering training to New South Wales Government employees on mental health first aid.

SafeWork NSW is implementing the following program of work:

- Develop a mentally healthy workplaces website (complete).
- Mental health training for managers of small and medium sized businesses (ongoing). A face to face evidence-informed intervention, which is being delivered in partnership with the Black Dog Institute. At end of December 2019, 2,041 managers had been trained with strong participation in manager training for the transport sector as a focus industry. The COVID 19 crisis has seen the training transition to online but registrations have been adversely affected.
- Mental Health skills training for workers in all industries (ongoing). At end of December. 2019 1768 workers had been trained.
- An online mental health capability checklist for PCBUs located on the website (ongoing). At end of December, 3.2 per cent of visitors to the website did the capability check, which is under the target of >5 per cent.
- Development plans – WHS advice for small and medium business. Low uptake to date (192 plans) due to lack of marketing and slow process.

A public awareness campaign has been developed but is yet to be delivered, which has impacted the reach of initiatives, particularly WHS advice and use of the capability checklist. A mental health self-assessment tool aimed at workers is also planned.

MUSCULOSKELETAL DISORDERS

The program of work is guided by the 2017-2022 Musculoskeletal Disorder Strategy, which aims to achieve a 50 per cent reduction in serious MSD claims by 2022. The program of work is ongoing and focuses on industry sectors and occupations with the highest number of serious MSD injuries in NSW each year. In 2017-2018, industries in the supermarket and grocery store and government sectors were targeted. While the 2018-2019 focus was on healthcare and social assistance and manufacturing sectors.

The main program of work is a mix of capability improvement and education about safety controls to prevent MSD injury:

- Participative Ergonomics for Manual Tasks (PErforM) workshops, which educates employers about how to engage with workers at all levels to identify, assess and control hazardous manual task risks within their workplace. 47 workshops were conducted between October 2015 and December 2019, with a total of 607 participants.
- MSD Prevention Program, which is a targeted workplace visit program. It was piloted in the aged care and transport sectors with 40 workplace visits undertaken. The team looks at the complaints and workers compensation data to identify the workplaces that would be visited, however the team is looking at different approaches to identify businesses for the program. Inspectors undertaking standard Request for Service or Incident response often do not have a focus on MSDs due to competing priorities. The team would like to develop a referral process, which would allow inspectors to refer high risk PCBUs to the MSD prevention program.

According to Instinct and Reason's *Musculoskeletal Disorder Strategy 2017 – 2022 2019 Short term Outcome Evaluation Report (October 2019)*, 'the reach of SafeWork NSW MSD initiatives has increased significantly over the last twelve months, reaching 44 per cent of NSW PCBUs'. However, SafeWork NSW believes that reach could be improved and the development of a communications plan would assist (planned but not in place as yet). SafeWork NSW recognise that the seriousness of MSDs is underrated in the community and that more needs to be done to help people understand (1) the significance of the problem; and (2) the impacts MSDs can have.

5.1.4   AT RISK WORKERS

Roadmap activity: Engage with peak bodies, associations, community leaders, employers and workers, spanning all sectors, to develop plans to reduce fatalities and serious injuries for at risk workers.

A plan was developed for at risk workers (2018) and specific plans for people from culturally and linguistically diverse backgrounds and migrant workers and young workers in 2019, which by stakeholders from relevant peak groups and associations and government agencies and strong relationships have been formed. Stakeholder forums have been held at key stages to support the development of products and resources. These and other engagement activities have reached a broad group of stakeholders—Multicultural NSW, TAFE, Department of Education, NSW Fair Trading, Office of Small Business Commissioner, Service NSW, Advocate for Children and Young People, Multicultural Youth Advocacy Network, the Office of Regional Youth, Australian Retailers Association, SDA (union for retail workers), SafeWork Australia, Recruiting Consulting Staffing Association and the Australian Red Cross. The Centre for Work Health and Safety chairs the National Regulators Forum for At-Risk Workers.

TABLE 19.   MAIN ACTIVITIES IMPLEMENTED FOR HIGH RISK GROUPS

Group	Main activities
CALD/Migrant	Translation of popular webinars e.g. Webinar for Arabic speaking workers in the construction sector Advocacy with SIRA to collect background information from workers compensation data Translation of existing safety products
Young Workers	SpeakUp App Young Workers e-Toolkit (has parent/ guardian component) and social media campaign, interactive posters Wait Take Five posters Getting Support at Work Pocket Guide
Labour Hire	Safety Guides for Induction of Labour Hire Workers Safety Guides for Group Training Organisations for Induction of Apprentices and Trainees Three regional barbeques to reach labour hire workers Animations for complex labour hire arrangements (in progress)
All at risk groups	Promoting resources and products at events, forums

The main focus has been on developing and/or translating safety products (Table 19) and through these products, raising awareness of rights and obligations around work health and safety among groups at high risk. Products have been developed for high risk workers in the agriculture (CALD workers, young workers), construction (CALD workers, young workers), manufacturing (CALD workers, labour hire workers) and transport (young workers) sectors. A centralised location for translated safety products and resources has now been established (https://www.safework.nsw.gov.au/advice-and-resources/translated-resources) and is a key achievement. The hub includes resources translated into nine community languages. A new safety award has been created, 'At risk worker achievement award', which recognises businesses that have improved the safety of risk groups. Another key achievement has been the development of the Speak Up Save Lives App (Speak Up), a tool aimed at young workers to allow them to anonymously report unsafe workplace conditions and practices (described in more detail below).

Some key challenges unique to the area of work are:

- overcoming the lack of trust in regulators among workers from some cultures
- gaining the attention of inspectors about what resources for at risk workers are available and making sure that the information is implemented within the systems that inspectors use.
- At risk worker activities are not currently included in proactive compliance programs.
- a lack of information about CALD workers and labour hire workers, such as the proportion of labour hire workers in workforces in different industries. It is not possible to identify who a labour worker was working for at the time that they were injured.

Highlight: Speak Up Save Lives App
Construction sector, young workers

- Context: Younger workers (aged up to 25 years) are more likely to be injured at work than other age groups. A significant proportion of younger people are employed in the construction industry, where they are at heightened risk of serious injury. This increased risk is related to a range of factors including inadequate supervision and training, a more limited understanding of WHS rights and worker obligations, and fear of raising and reporting WHS issues in workplaces.
- Co-design process: SafeWork developed the App using a co-design approach, hosting workshops with representatives from community groups representing young worker and allowing the young attendees to drive the workshops. One of the main community groups involved was Youth Action who, through their membership, involved young workers from Greater Western Sydney in the consultations.
- Implementation: Speak Up is being rolled out on Apple and android devices but is currently accessible through a URL that provides users with an identical 'app experience'. Anonymous reports about safety issues on worksites can be made through the App. User satisfaction with the App is regularly captured and the current satisfaction rate is 95% or higher. Overall usage of the App has been increasing steadily each month since its launch. The App is the first of its kind for WHS regulators in Australia and has received interest from regulators in other states.
- Real time 'compliance' data: The App is providing SafeWork NSW with a new source of data that has enhanced SafeWork NSW's ability to detect unsafe workplace practices. The data can be analysed in real time, meaning that risks can be identified and addressed before incidents occur. Despite being only recently launched, the App has already enabled SafeWork NSW to identify high-risk workplaces, particularly small businesses in the construction sector that have been difficult to detect and regulate in the past. The data generated by the App also provides SafeWork with a live breakdown on the top three WHS issues for industry sectors.
- Since launching in October 2019, 2174 submissions to SafeWork NSW which has led to 645 improvement notices, 115 notices prohibiting unsafe work activities and $59,040 in penalties.

No data on the reach of CALD and labour hire worker initiatives were made available. Initiatives planned and not yet delivered include: messages about work health and safety on airport arrival screens, video case studies, development of products for high school students in collaboration with the Department of Education and a survey of young people to determine awareness of e-toolkit.

5.1.5   HIGH RISK WORKPLACES

Roadmap activity: *Work with high risk workplaces to ensure compliance standards are met.*

The activity 'work with high risk workplaces to ensure compliance standards are met' has not been actioned explicitly at the midpoint of the Roadmap. That is, there is no plan and no dedicated resource or lead. This activity is a cross program priority and it appears that the required coordination for resources to be made available and for actions be taken across program areas has not occurred.

Many high risk PCBUs are known to inspectors with 35,693 reactive visits (in response to complaints or incidents) occurring in 2018/2019 financial year. However, the business analytics to allow inspectors to identify high risk workplaces that have not come to their attention are not adequate. Work is being done to address this issue. In 2019, Centre for Work Health and Safety developed 'Enabling risk based to compliance using predictive modelling'. The predictive model will allow investigators and inspectors to identify businesses with certain characteristics who are at high risk of future safety incidents. Work health and safety ratings have been built into WSMS database based on operational data and record of compliance history (e.g. incident notifications and investigations). The model has been tested and is currently being used by the investigations panel to inform their decision making but is yet to be used by inspectors as a triage tool or to assist the delivery of proactive compliance campaigns being conducted under the high risk sector plans.

5.2   ACHIEVEMENT OF OUTCOMES

At the strategic level, outcomes for this action area are that workers in specified high risk sectors will be significantly safer and healthier, chosen high impact harms will be eliminated or significantly reduced, at risk workers will be supported and protected, and high risk workplaces will meet compliance standards.

SafeWork NSW is performing well against all three short term outcomes for action area 2— Prioritise sectors, harms, workers and workplaces where the most significant work health safety risks exist (Figure 13). A performance rating of 'well' means that the review identified clear examples of these short term outcomes being achieved across at least half of all Roadmap program areas. The outcomes are for those who have interacted with SafeWork NSW.

FIGURE 12.   ACTION AREA 2 – PERFORMANCE RATINGS

Short term outcomes	Performance rating
Improved awareness of high impact harms and WHS issues for targeted industries and workers	**Well**
Increased awareness of controls aligned to high impact harms	**Well**
PCBUs and workers in targeted industries demonstrate increased confidence, capability and willingness to improve safety	**Well**

Most program areas have delivered projects that aim to raise awareness of high impact harms and of controls to mitigate hazards and improve capabilities of PCBUs and workers; although reach has been variable. Awareness raising activities include proactive compliance visits, events/meetings/symposiums and mass media campaigns for falls from heights and crystalline silica.[15] The mentally healthy workplace program has conducted 35 awareness raising events for managers/human resource staff/unions and 32 events for businesses to date. But evidence about the achievement of short term outcomes is only available for those program areas that have completed mid-term evaluations. As such, the performance ratings may underestimate the achievements made in increasing awareness of high impact harms and businesses and workers capabilities to address these.

Increasing awareness of high impact harms is a first step in changing attitudes and behaviours towards mitigating high impact harms. Evaluations of MSD and silica projects indicate that engagement with SafeWork NSW can increase awareness and influence positive attitudes and behaviours. However, bringing about desired changes in attitudes and behaviours depends on a person's or business's predilection for change (are they early or late adopters?); whether an individual or organisation believes the change will confer an advantage to themselves or the business, and whether the desired change is compatible with their business model or practice and or their internal belief system. This is why SafeWork also has a focus on embedding the safety landscape to change norms and safety culture.

IMPROVED AWARENESS OF HIGH IMPACT HARMS AND WHS ISSUES FOR TARGETED INDUSTRIES AND WORKERS

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

Much of the evidence about improved awareness of high impact harms and work health and safety issues comes from reports on outcomes of the quad bike safety program, crystalline silica campaign and the musculoskeletal disorder strategy. All these reports indicate improvements in PCBUs awareness of these harms since the Roadmap was launched. The

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[15] Source: Quarterly Forum Report, FY 2019/19, Quarter 4. One exception is work under the Health Care and Social Assistance Plan, which only commenced in 2019.

results of the ARTD survey of 44 industry and other stakeholders provide additional evidence about impacts of Roadmap activities on PCBUs' awareness of high impact harms, although the sample size is small (n=44). The ARTD survey found the most positive amount of change since the launch of the Roadmap has occurred in:

- awareness of serious mental health conditions; 40 per cent of respondents indicated a moderate or small increase
- awareness of serious musculoskeletal injuries and illnesses; 35 per cent of respondents indicated a moderate or small increase.

Both of these harms affect diverse businesses and workers.

Quad bikes

The 2017 midterm survey of farmers (Instinct and Reason) found farmers have a high awareness of quad bike safety issues but awareness has remained fairly stable over the life of the program. In 2017, 89 per cent of farmers who use quad bikes claim to be aware of promotion of quad bike safety messages; 76 per cent recall the offer of a rebate for improving quad bike safety and 73 per cent recall specific advertising promoting quad bike safety.

Crystalline silica

Reducing Exposure to Hazardous Chemicals and Materials Project Midpoint Evaluation February 2020 (Instinct and Reason) report found improvements in awareness.

The media campaign has increased awareness and knowledge about silicosis among workers since 2018; reaching 93 per cent from 85 per cent. There was also a rise in knowledge that silica dust leads to silicosis (91% from 81%). Employer results had been maintained at nearly universal levels over this period. The strong response to icare's occupational screening services for businesses identified by SafeWork NSW as having workers who are at risk of silicosis confirms a high level of awareness amongst targeted PCBUs and workers. The icare 2018-19 Annual Report states that a total of 4,567 workers were screened for lung disease over that period.

The 2019 Silica symposium (350 attendees) was very successful in raising awareness of the consequences of silica dust exposure. The event provided attendees with new insight into the situations where silica dust exposure might be present and, in doing so, made the attendees more aware of the need for silica dust risk assessments. The ultimate outcome was that many recognised that silica dust had always been present, and that exposure had probably already occurred. Or, it reaffirmed existing knowledge for those workplaces that had high awareness already.

Musculoskeletal disorders

The Musculoskeletal Disorder Strategy 2017 – 2022 Short term Outcome Evaluation Report (Instinct and Reason, 2019) found awareness of hazards from MSD has increased amongst the PCBUs in three high risk sectors; healthcare and social assistance, building and construction and manufacturing. Awareness of what defines MSDs is highest among Healthcare and Manufacturing PCBUs, where 9 in 10 of PCBUs were able to provide some

definition of an MSD (unprompted). For Transport it was 67 per cent, Agriculture (72%) and Construction (76%).

Falls from heights

Qualitative research done for mid-term evaluation of building and construction program (Grosvenor, 2020) indicates that PCBUs involved in that research understood falls from heights are a leading cause of injury in their sector. However, the PCBUs involved in this research had low recall of SafeWork NSW's safety campaign messages. The reports of the falls from heights campaign blitz (2018) and the Operation Scaff Safe compliance program in 2019 do not give any evidence about the reach of activities. The 2018 activities included a public awareness campaign and educational events with 2,500 tradies, but no evidence was available about the impact of the campaign on awareness of the messages.

The transport program area conducted a falls from heights and falls from trucks visit program in 2019 but no evidence was made available about the impact of the campaign on awareness of safety risks.

INCREASED AWARENESS OF CONTROLS ALIGNED TO HIGH IMPACT HARMS

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

Much of the evidence about improved awareness of controls aligned to high impact harms comes from reports on outcomes of the quad bike safety program, crystalline silica campaign and the midterm evaluation of musculoskeletal disorder strategy. These reports indicate increases in awareness and or use of some but not all controls by PCBUs. There is no data on workers' awareness of controls. The ARTD survey of Manufacturing Safety Group participants (PCBUs) shows variable amounts of change in understanding of controls aligned with high impact harms, after attending a forum.

Manufacturing Safety Group Survey data

The Machine Guarding Forum had the highest levels of reported improvement in respondents' understanding of practical solutions (controls) to address safety concerns with 78 per cent reporting a moderate or large increase after attending (Figure 12). Roughly three quarters (72%) of respondents who attended the Silica Safety Forum and two thirds (65%) of respondents who attended the Muscular Stress Forum reported a moderate or large increase in their understanding of practical solutions to address safety concerns, followed by the Forklifts Safety Forum (58%). Half of respondents who attended the Falls Webinar reported a moderate or large increase in their understanding of practical solutions to address safety concerns.

FIGURE 13.   IMPROVED UNDERSTANDING OF PRACTICAL SOLUTIONS TO ADDRESS SAFETY CONCERNS
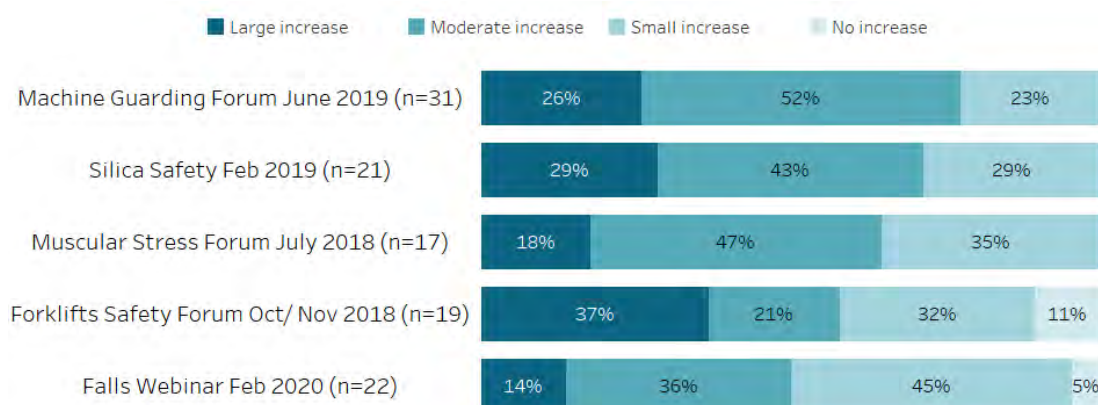
Source: ARTD NSW Manufacturing Safety Group Survey 2020.

Crystalline silica

Reducing Exposure to Hazardous Chemicals and Materials Project Midpoint Evaluation February 2020 (Instinct and Reason) indicated that 'Across Silica PCBUs, there was strong buy-in to the importance of best practice control measures that could prevent Silica exposure (education and training for workers and management feature, suppressing dust with water and using a M or H class vacuum or wet clean-up methods). The focus on wet control measures was driven by the Manufactured Stone PCBUs.' Data from inspector visits to June 30, 2019 for the Silica target industries found that 90 per cent of PCBUs had made at least 1 change in controls, with Manufactured Stone PCBUs noting more changes than Construction PCBUs (94% vs. 87%). Overall, the most mentioned changes were in communication and training and workplace discussions around exposure hazards. But 74 per cent also reported new equipment or tools being purchased, 54 per cent now have health checks and 49 per cent have regular air monitoring.

As a result of the 2019 Silica Symposium, 70 per cent who responded to a follow-up survey reported a positive impact on their workplace in the three months since – the vast majority have already made changes to controls or raised discussions internally. Raising the Silica issue with management and discussing education have been the critical outcome so far, with other outcomes being investigating dust controls, respiratory protective equipment and health monitoring.

Quad bikes

The 2019 midpoint evaluation of the quad bike safety program (Instinct and Reason) found significant shifts in awareness of controls that make using quad bikes safer. The idea of substituting a Quad Bike for side-by-side vehicles (up 13% since '16), Roll bar protection acts as a lifeguard (up 13%); the benefits of lightweight ventilated helmets (up 13%); roll over and crush protection can make a QB more dangerous (+9%). Data on take up of the Quad Bike rebate program is also an indication of improved awareness of safety controls—since 2016, agribusinesses have accessed $2.4 in rebate funding.

Musculoskeletal disorders

MSD PErforM Survey analysis report (2019) found an increase in awareness of controls across transport, construction and agriculture, manufacturing and transport immediately after participating in a workshop. In a follow-up survey administered in June 2019, six months or more after attending a workshop ,88 per cent of the respondents had made at least one change to the way they manage the risks of MSDs. Top four changes made were 'consult with workers through existing forums', 'review incident and injury data', 'conduct risk assessment and propose protocols' and 'identify hazardous manual tasks to be included in the training program'. A high proportion of participants in PErforM workshops are safety officers, who have a strong interest in health and safety.

The 2019 Musculoskeletal Disorder Strategy 2017 – 2022, Short term Outcome Evaluation Report noted strong associations between sectors targeted under the Roadmap and PCBUs making changes to controls to reduce MSD injuries. 'Healthcare is associated with offering training to prevent MSDs and with measuring and recording MSD injuries. Manufacturing is associated closely with staff consultation to reduce/eliminate actions & redesigning jobs. Construction is linked with increasing mentions of MSD risks to workers (toolbox) meetings, and then to awareness of the cost to the workplace'.

Falls from heights

Inspectors observed an improvement over 2018 for 21 of the 29 falls from heights blitz safety checklist items (safety controls), when compared to compliance observations in 2017. However, there remain high levels of concern about non-compliance. Although a small sample size, the ARTD survey of participants who attended the Falls Manufacturing Safety Group found that 100 per cent of people who attended the Group have one or more safety controls in place (n=20), either already in place before attending the Group or who made a change. Six out of 20 had made at least one change after attending the Group, 3 of these were large businesses, 2 were small and 1 medium sized business.

PCBUS AND WORKERS IN TARGETED INDUSTRIES DEMONSTRATE INCREASED CONFIDENCE, CAPABILITY AND WILLINGNESS TO IMPROVE SAFETY

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

Overall, there are clear examples of this outcome being achieved by some PCBUs in three of the six targeted industries or sectors—agriculture, building and construction and manufacturing. The evidence about this outcome is mainly for PCBUs and often based on reports that a positive change in safety controls has been made or safety equipment installed. If there are better controls in place, then this shows there is more willingness, confidence, capability. The only available data on workers in targeted industries being willing to improve safety are the numbers seeking health screening for lung disease caused by exposure to harmful levels of silica dust.

Small business rebates for targeted industries

Take up of small business rebate program funding demonstrates a willingness by a PCBU to improve safety. The installation of new safety equipment will improve capacity to mitigate safety risks. To access a rebate, a business must have interacted with SafeWork NSW for a minimum amount of time and be willing to invest in safety improvements.

There has been a high take up of industry specific rebates – farming and stone manufacturing industries. For farming, $2.4 has been invested in the **quad bikes** rebate scheme.[16] As at June 2020, 76 of 255 (30%) manufactured stone businesses visited by inspectors have applied for a rebate (4 ineligible) with 52 having received funding up to a value of $1,000. The rebate is increasing businesses' capabilities to move from low order controls to higher order controls of silica dust.

The Small Business Rebate Program report (August 2019) provides some evidence about increases in targeted industries willingness to address safety. Feedback from 712 businesses who received a rebate indicates that interacting with SafeWork NSW has made the majority (more than 80%) feel more capable managing safety and more confident in meeting safety laws. Sole traders and micro businesses are the biggest investors in safety. The resources are a direct reflection of SafeWork NSW activities in priority industries —PCBUs in the **construction and agribusinesses** (sheep and cattle industry) had the highest levels of investment.

Evidence from the ARTD survey of 77 **Manufacturing Safety Group** (MSG) participants demonstrates that close to half (47%, n=28) of respondents who attended any of the forums implemented a new WHS practice and or a specified control after attending a forum. Of the respondents who attended the Silica Safety MSG Forum, 43 per cent (n=9) implemented a WHS practice after attending, closely followed by the Muscular Stress MSG Forum (41%, n=7) and the MSG Machine Guarding Forum (39%, n=12). Approximately one third implemented a WHS practice after attending the MSG Forklifts Safety Forum (33%, n=7) and the MSG Falls Safety Forum (30%, n=6). A substantial proportion had in place one or more of the controls discussed, but there was a lot of variation depending on the specific control.

Those in the **manufactured stone industry** appear to be more willing and capable of making changes to improve safety controls for silica dust compared to those in the construction industry (2019 Midterm evaluation of the exposure to hazardous chemicals and materials project). Mitigation measures are now frequently available and used. For those who interacted with inspectors about machine guarding, two out of three have safety controls.

The awareness of hazards and aligned controls has improved in the agriculture sector, particularly regarding **quad bike hazards and controls**. The 2019 midpoint evaluation of the quad bike safety program (Instinct and Reason) demonstrated a level of willingness to make changes in the use of quad bikes. There has been a substantial take up of Side by Side Vehicles (SSVs) since 2013 and quad bikes are being used less frequently (although use remains high), and fewer farmers are planning to replace them.

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[16] Data on number of businesses taking rebate up were not provided.

6. ACTION AREA 3 – EXEMPLAR REGULATOR

Under Action Area 3, frameworks and approaches are being changed to support the achievement of Action Areas I and 2. This chapter addresses the review question, 'In what ways is SafeWork NSW delivering services that are customer focussed, credible, driven by insights, and innovative?'

The performance data sited is for 2018/2019 FY as the full year's data for 2019/2020 FY was not available at the time of writing.

The review has considered progress and short term outcomes against the four activities outlined in the Roadmap for Action Area 3 – customer focus, credibility, data and insights, and innovation and the actions listed under these. For some actions, the evidence is limited: for example, how other NSW Government agencies perceive SafeWork NSW. Other actions were out of the scope of the review; assessing the alignment of the design of work health licences and ensuring the Better Regulation Division reviews of the WHS Act support effective health and safety approaches in NSW workplaces.

6.1 OVERVIEW OF PROGRESS AND REACH

TABLE 20.   ACTION AREA 3 – OVERVIEW OF PROGRESS

Roadmap Activity	Progress at Midterm	Reach
Customer focus	- Key design principle - ease of customer experience has been consistently applied - Proportion of proactive compliance visits has increased over time - Range of strategies implemented to provide clarity to PCBUs and workers about what compliance with the NSW Work Health and Safety Act (2011) looks like - Successful advocacy for change to legislation on workplace exposure to silica dust successful & how SIRA collects workers compensation data CALD - Review of Responsive Sentencing completed in 2020 - No evidence about alignment with IPART Framework, advocacy for policy positions	- In 2018/2019 7.4 per cent of PCBUs visited the SafeWork NSW website or accessed self-help safety products or have contacted the Customer Service Centre. 5 enforceable undertakings in 2018/2019 - Advice via Customer Service Centre (5,563 calls in 2018/2019). Customer satisfaction score of 83.8% (7-10 rating) in 2019, (NSW Government target = 79.2%)
Credibility	Authentic engagement processes – stakeholder perceive consultation as	In 2018/2019, 0.32% of the PCBUs have engaged directly with

Roadmap Activity	Progress at Midterm	Reach
	genuine, feel listened, believe SW keeps commitments • Established the Centre for Work Health and Safety, Research Foundation and National Work Health and Safety Colloquium (brings academia together to network, encourage collaboration and offers students a platform in WHS research). • SafeWork NSW staff have provided national leadership through membership of two WHS committees • Successfully advocated for introduction of NSW health practitioner notification scheme for silicosis • Established the National Regulators Forum for at-risk workers	SafeWork NSW through an education or regulatory activity target • SafeWork NSW translations of safety products are sought after by other regulators
Data and insights	• Workplace Services and Management System (WSMS) data used regularly, anecdotal evidence that data warehousing has improved since the launch of the Roadmap but also that verification data sometimes unreliable • No real time access to workers compensation data • Business performance data has been regularly analysed and informed management of work. • All plans and strategies under the Roadmap drew on existing or commissioned research to better understand the work health and safety problem, worker and businesses attitudes, behaviours and practices and potential intervention strategies. • Insufficiently resourced and worsening in-house data analytics capacity • New predicative data modelling system being rolled out to improve capacity to target high risk businesses	• Not applicable
Innovation	• Human centred design' philosophy not been implemented.	• Centre for WHS has 40 collaborative research projects in progress

Roadmap Activity	Progress at Midterm	Reach
	• Innovation is being driven by the Centre for WHS Health and Safety, e.g. develop and test a wearable silica-detection device and Building Information Modelling (BIM) to eliminate safety hazards at the design stage • The Speak Up App is an innovative response to a high-profile issue – falling from heights in the construction industry	

FIGURE 14.   ACTION AREA 3 – PERFORMANCE RATINGS

Outcomes	Rating
PCBUs are aware of SafeWork's regulatory, advisory and enforcement approach; products and services; latest developments and advances in WHS	**Well**
PCBUs understand their WHS responsibilities and know what compliance looks like	**Well**
PCBUs and key stakeholders recognise the benefits of working with SafeWork to develop innovative solutions	**Excellent**
SafeWork uses data systems to inform decision making	**Poor – data systems** **Very well – use**
SafeWork publishes information/standards/policies in a consistent manner	**Consistency – very well** **Timeliness - adequate**
Interactions with customers meet expected standards of service	**Excellent**

6.2   CUSTOMER FOCUS

Upholding the ease of customer experience has been a key design principle of the Roadmap. The evidence canvassed in chapters 4 and 5 suggests that program areas and products and incentives (business as usual) have placed this principle to the forefront. Safety products have been co-designed and tested with target groups, interventions have taken account of specific industry contexts and worker characteristics, some safety products are being designed or updated, and digital tools and guidance materials have been translated into community languages, which are readily accessible in a central hub.

Where work health and safety worker training is being offered by SafeWork NSW (and there are only a few examples). the regulator has worked with key parties to develop and provide the training. The SafeWork NSW website provides extension advice for employers about induction and safety training and templates to record training.

SafeWork NSW has used (and continues to use) a range of strategies to provide clarity to PCBUs and workers about what compliance with the NSW Work Health and Safety Act (2011) looks like. The strategies encompass inspector advisory services, proactive compliance visits (19,353 in 2018/2019), public awareness campaigns, publication of research on compliance programs, enforceable undertakings (5 in 2018/2019) and advice via Customer Service Centre (5,563 calls in 2018/2019). Safety products explain what businesses and industries in high risk sectors must do to comply. The impact of these strategies on awareness and understanding is discussed below.

SafeWork NSW's response to the COVID 19 pandemic demonstrates the regulator's customer focus, by taking a 'common sense and practical approach to interactions with workplaces and compliance issues'[17]. Program areas have prepared guidance materials in English and community languages to inform workers about safety controls for COVID 19 and face to face training being provided to PCBUs on preventing serious mental health problems and musculoskeletal disorders has been offered online.

The extent to which SafeWork NSW has achieved the short term outcomes related to customer focus are described below.

INTERACTIONS WITH CUSTOMERS MEET EXPECTED STANDARDS OF SERVICE

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

All evidence sources indicate that SafeWork NSW interactions with customers meet expected standards of service.

The 2019 Customer Satisfaction Survey (Colmar Brunton) reported a 2019 SafeWork Customer satisfaction score of 83.8 per cent (7-10 rating), which is higher than the 2019 NSW Government target of 79.2 per cent. PCBUs who had some form of interaction with SafeWork NSW were overwhelmingly positive about their interactions with SafeWork. 79 per cent reported some degree of satisfaction, with over a third (38%) rating SafeWork 10 out of 10 (extremely satisfied). In terms of net promoter score, almost one in two reported that they would be extremely likely to speak well of SafeWork to family, friends and colleagues, contributing to a net score of +47.5.

Colmar Brunton reported that the high level of satisfaction was driven by ratings on efficiency and effectiveness, and honesty and integrity – which were the two largest drivers of overall performance.

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[17] Source: SafeWork NSW website

Feedback from industry and other stakeholders for the review also indicates high levels of satisfaction with interactions with the regulator on sector planning, co-design, and compliance. 89 per cent of respondents (n=28) to partner surveys are satisfied (64%) or tend to be satisfied (25%) with co-design processes. .

SAFEWORK NSW PUBLISHES INFORMATION/STANDARDS/POLICIES IN A CONSISTENT MANNER

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E
	Style		Timeliness		

The reviewers have given two ratings for this outcome to capture the two dimensions of the outcome – manner and style of publications and timeliness of publication.

Considering the first dimension, SafeWork NSW external publications follow consistent modes of presentation, branding and language. Presentation of information is based on style guides and on advice from DCS Corporate Comms.

By contrast, program areas have sometimes found it difficult to readily get website content updated and product safety resources finalised, which causes delays in publication and availability of materials to PCBUs and workers. Even so, 90 per cent of planned product safety resources have been published.

The Centre for Work Health and Safety has a knowledge hub and has published:

- Easy to do WHS Toolkit Report, with a technical report attached for those who want more information
- Report on Responsive Sentencing, which has a summary report and a matrix for regulators
- Emerging WHS impacts of farmers – a horizon scan
- Understanding the changing nature of work – horizon scan.

PCBUS UNDERSTAND THEIR WHS RESPONSIBILITIES AND KNOW WHAT COMPLIANCE LOOKS LIKE

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

Much of the evidence to assess the achievement of this outcome is somewhat indirect or from a relatively small number of PCBUs who have interacted with the regulator and responded to a survey. Nevertheless, the available evidence points to positive achievements for more than half the relevant services and program areas.

SafeWork NSW makes PCBUs aware of their WHS responsibilities and what compliance looks like through broad communication efforts and direct interactions. Proactive compliance visits have featured in efforts to address Towards Zero Harms and hazardous chemicals in the manufacturing and building and construction sectors. The transport program area has focused more on education about work health and safety responsibilities, and agriculture, on identifying hazards and what to do about them, rather than how to comply with WHS regulations. Table 20 shows the level of inspector compliance activity for the last two financial years, with the amount of activity dictated by the size of the inspector workforce (approximately 300) and high demand for their input.

Direct interactions have the potential to educate PCBUs about their responsibilities and are a way of ensuring compliance, particularly where notifications are issued. But complying with a notification does not measure understanding – a PCBU may make changes without genuine understanding.

Positive evidence about the value of inspector visits or advisory services comes from three pieces of research:

- Feedback from PCBUs to the 2019 Customer Satisfaction Survey (CCS) where 80 per cent of respondents agreed they were more confident about improving work health and safety in the workplace after an advisory visit. By contrast, fewer PCBUs reported being more confident after a visit in response to a complaint (63%).
- The hazardous chemicals evaluation where onsite visits had high value, leading to positive improvements in awareness of responsibilities and compliance.
- The evaluation of the Farm Advisory Safety Service Pilot. Feedback from 10 of 58 farmers involved showed that interactions with inspectors increased their understanding of WHS responsibilities. For eight farmers, the pilot was the first time they had engaged with inspectors.

TABLE 21.   SAFEWORK NSW DIRECT INTERACTIONS ON COMPLIANCE

Type of interaction	FY 17/18	FY 18/19
Proactive	21,989	19,353
Response Workplace Visits	12,514	12,444
Other Reactive Interventions	7,247	9,055
Notices Issued	13,669	14,194

The impact of other kinds of awareness raising activities on PCBUs understanding of their work health and safety responsibilities and what compliance looks like, also comes from the annual CSS Surveys. In the 2018/2019 financial year, 5,563 people contacted Customer Services to ask for help improving work health and safety and ways to do so. The 2019 CSS

survey found that common changes to behaviour after such an interaction were introducing or updating policies and procedures and safe work method statements.

PCBUs that attended Manufacturing Safety Group forums reported that their awareness of WHS policy and procedures has increased since the launch of the Roadmap. Most respondents strongly agreed or agreed that their organisations were monitoring safety conditions, identifying risks, responding to risks safely and in a timely manner, providing the right training and keeping work health and safety procedures up to date (Figure 15).

FIGURE 15.   MSG RESPONDENTS' VIEWS ON WHS POLICY AND PRACTICES
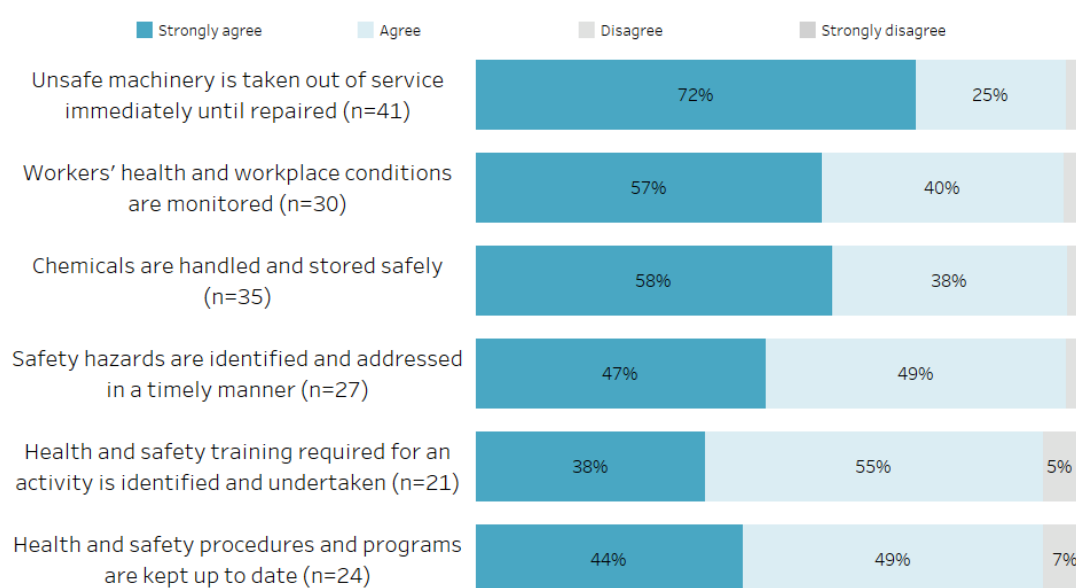
Source: SafeWork NSW Manufacturing Safety Survey 2020.

The small number of PCBUs who took part in interviews for the review indicated that their businesses have a good understanding of their responsibilities for keeping workers, volunteers and visitors safe while they are at work, which is reinforced by their awareness of the seriousness of an identified harm and concern for workers.

6.3   CREDIBILITY

SafeWork NSW has been building its credibility as a regulator on several fronts.

AUTHENTIC ENGAGEMENT

Under the Roadmap, SafeWork NSW has engaged in an authentic way with industry, other regulators (within and outside of NSW) and government agencies to clarify and promote its modern risk-based regulatory approach. The approaches used to engage industry and other stakeholders are described in chapter 3 as is evidence from surveys and interviews. Chapters 4 and 5 describe how staff working on different programs have engaged peak groups and associations about regulatory and enforcement approaches. These chapters also note

partnerships with SIRA and icare to address high risk harms such as exposure to crystalline silica, serious mental illness and return to work activities.

LEADERSHIP

SafeWork NSW has provided national leadership on efforts to reduce and prevent injury and fatalities in the workplace.

Further work health and safety research and evidence-based practice, the Centre for Work Health and Safety has:

- Created the Centre for Work Health and Safety Research Foundation made up of leaders in work health and safety academia, industry and government. The Research Foundation is working closely with the Centre to promote research that is industry driven, credible, ethical, collaborative, methodologically robust, and peer reviewed. It is expected that this will lead to the improved translation of research, data and evaluation into regulator decisions and community practice.

- Established the National Work Health and Safety Colloquium to bring academia together to network and encourage collaboration and offer students a platform.

Also, at the national level, SafeWork NSW is leading and or contributing to national efforts to reform regulation, identify appropriate interventions to prevent people being injured or dying at work and product safety information, for example:

- NSW has introduced a notification scheme for silicosis, which means health practitioners must notify NSW Health when they make a diagnosis and NSW Health will pass on that information to SafeWork NSW. This addresses an undertaking from all the states and territories to have a National Register for Silicosis with NSW being the first state to do so. Prevention and compliance work to prevent exposure to crystalline silica in the workplace has been complemented by changes to legislation/regulations[18] to further drive changes in work health and safety practices.

- The Centre for Work Health and Safety has recently completed a review of Responsive Sentencing, which includes a summary report and guide for regulators in the use of non-monetary court orders. The summary report and guide have been shared with all regulators in Australia.

- Membership of National Committees. SafeWork NSW established the National Regulators Forum for at-risk workers, which aims to share and leverage information on labour hire and migrant workers because these workers are very transient.

- According to SafeWork NSW program leads, SafeWork NSW translations of safety products are sought after by other regulators.

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[18] The workplace exposure standard (WES) for silica will be halved to 0.05mg/m3 (eight-hour time-weighted average). On-the-spot fines will be issued for uncontrolled dry-cutting of manufactured stone; Medical practitioners will need to notify NSW Health when they diagnose a case of silicosis; and a penalty will apply for failure by a PCBU to notify SafeWork NSW of an adverse health monitoring report.

The extent to which SafeWork NSW has achieved the short term outcomes related to being perceived as a credible regulator are described below.

PCBUS AND KEY STAKEHOLDERS RECOGNISE THE BENEFITS OF WORKING WITH SAFEWORK NSW TO DEVELOP SAFETY SOLUTIONS

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

The reviewers have interpreted 'developing safety solutions' to mean solutions to industry-wide work health and safety hazards. On this basis, the broad engagement of industry and other stakeholders and to a lesser extent individual PCBUs in planning Roadmap interventions, on taskforces and in applied research projects is good evidence this outcome has been achieved.

Industry and other stakeholders (who participated in the review), overall, are pleased with the way in which SafeWork NSW has been involved in developing safety solutions, going beyond their traditional role of enforcing WHS compliance. Even the few who offered more critical feedback than others recognised and appreciated the collaborative approach to finding solutions to work health and safety issues and would like this to continue. 98 per cent agreed that together SafeWork NSW and partners can achieve more together than on their own. The comments below capture the kinds of sentiments expressed,

> *I think one of the reasons the consultation was successful was because SafeWork got input from many organisations and we got to work as a team to come up with a solution to work health and safety issues.* [NGO]

> *The big thing with SafeWork is that they work collaboratively, they're not heavy handed; they want to work with you to provide solutions.* [Large business]

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E

According to SafeWork NSW informants, the Roadmap and zero tolerance approach has sent the message to industry and other sectors that no business will benefit financially because of a lack of attention to and resourcing for work health and safety controls. Creating 'a level playing field' has empowered inspectors to take affirmative action such as issuing notifications (Table 21).

TABLE 22. ENFORCEMENT ACTIVITY (2018/2019 FY)

Action	Number
Responsive workplace visits	12,444
Other reactive interventions	9,055
Notification issued	14,194

Survey research conducted by AMR to assess the Safety Starts with You campaign (2019) found that employers believe that SafeWork NSW is strongly committed to improving the safety culture. The sentiment had increased since 2016. A 2020 survey of Manufacturing Safety Group participants confirmed these results, with most respondents strongly agreeing that SafeWork is committed to improving work health and safety and seeing SafeWork as a trusted source of information and advice (Figure 16). The challenge is making small businesses, sole traders and subcontractors who are not directly engaged more aware.

Awareness of regulatory, advisory and enforcement approach

Where a PCBU or worker engages directly with inspectors through an education or regulatory activity, then the person or business is made aware of the regulator's approach. In 2018/2019, 0.32 per cent of the target population had such an engagement[19], which is a similar proportion to preceding years. The top four types of engagement were: issuing WHS licences, proactive visits, issuing of safety improvement notices and response workplace visits. There are differences between compliance and use of best practice across each high-risk industry and subsector, which implies varying levels of awareness.

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[19] Source: SWNSW Reach of Engagement 2016-2020

Industry and other stakeholders' feedback to the review indicate that peak groups are aware of regulatory, advisory and enforcement approaches, as are large businesses. This is because large businesses tend to have dedicated WHS positions. For example, it is mainly safety practitioners who attend Manufacturing Safety Groups.

FIGURE 16.   RESPONDENTS' VIEWS ON SAFEWORK NSW
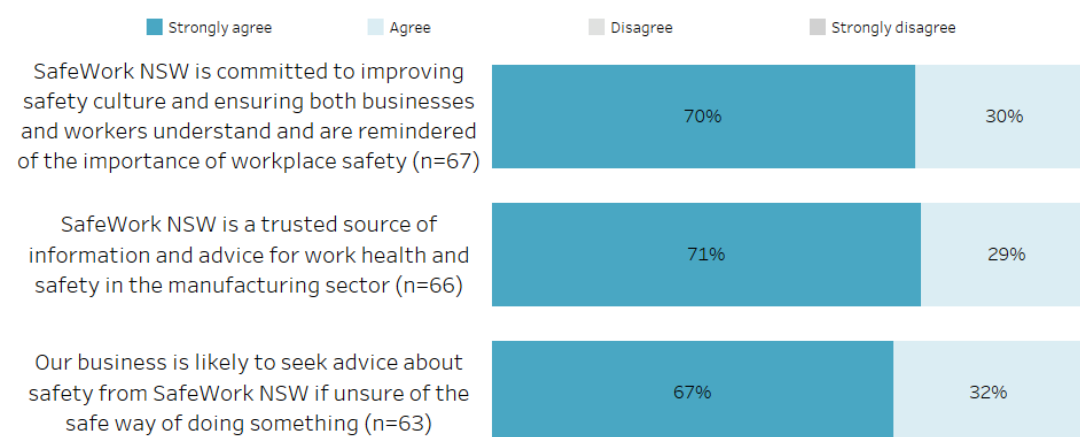
Source: SafeWork Manufacturing Safety Survey 2020.

Awareness of products and services

In the 2018/2019 financial year, 7.4 per cent of the SafeWork NSW's target population visited the SafeWork NSW website or accessed self-help safety products or contacted the Customer Service Centre. According to relevant SafeWork NSW informants, the COVID 19 pandemic has reportedly increased awareness of SafeWork NSW services because it has been a place to go to for information about managing workplaces safely.

Since the launch of the Roadmap, SafeWork NSW has developed and published 90 safety products at June 2019, which is 82 per cent of products planned under the Roadmap. Twenty-two products have been translated into one of six languages. The products have been viewed or downloaded an estimated 4.4 million times, which indicates these products, are either known or readily found when a PCBU or worker is seeking information. Product coverage is less than 50 per cent for two high risk sectors, health care and social assistance sector and government and for labour hire workers. Industry peak groups in the agriculture and building and construction sectors noted that businesses and workers are aware of safety products (e.g. the Pocket Guide to Construction Safety) because these have been promoted by them.

Under the Roadmap, the emphasis in the agriculture and transport sectors has been on education and advice rather than enforcement.

Awareness of latest developments and advances in WHS

This element is not a primary focus and as such there are no data on which to base an assessment. The Centre for Work Health and Safety publishes information from its own research about advances in work health and safety via a knowledge hub. The SafeWork NSW

website provides 'safety alerts', which highlight hazards and mitigation but not necessarily advances in work health and safety.

6.4   DATA AND INSIGHTS

As an agency that takes a modern risk-based regulatory approach, the use of data and intelligence to identify and target the most significant sector-wide (systemic) risks, and PCBUs of greatest concern, is important. A modern regulatory approach also relies on good data systems, information sharing and collaboration with other agencies, as well as activities that address the regulatory environment.

SAFEWORK NSW USES DATA SYSTEMS TO INFORM DECISION MAKING

Performance Rating					
Excellent	Very well	Well	Adequate	Poor	N/E
	Utilisation of data			Data systems	

The reviewers have given two ratings for this outcome to capture the two dimensions of the outcome/ use of, and the functionality of, data systems.

The evidence is unequivocal that SafeWork NSW staff members regularly seek out and use Workplace Services and Management System (WSMS) data and workers compensation data to inform decision making. Business performance data has been regularly analysed and discussed at the executive level over the past three years. The use of performance data and data warehousing has improved since the launch of the Roadmap. All plans and strategies under the Roadmap drew on existing or commissioned research to better understand the work health and safety problem, worker and businesses attitudes, behaviours and practices and potential intervention strategies. The research has assisted in identifying priorities under broader harm areas e.g. hazardous chemicals and agriculture. Where evaluations have been done these are producing valuable information for project leads. But gaps in evaluation around reach and impacts make it difficult to make a case for the value of an activity or understand issues.

The functionality of data systems needs to be improved to better support decision-making, which is a feature of a modern regulatory approach. There are parts of a system, but not a true end-to-end system. Gaining access to recent workers' compensation data at the level of detail required from SIRA data systems is a continuing challenge. Frustrations have been expressed by program leads about not getting evidence in a timely way from SIRA. SafeWork NSW has insufficient in-house data analytics capacity to assist in interpreting workers compensation data, when it is provided by SIRA without enough advice to assist interpretation. The functionality of data systems is below what is needed for both prevention and regulatory activities with some informants saying compliance data collected by inspectors is unreliable. Workers compensation data is the main source of data on incidents

and deaths. Key informants indicated that organisational restructures over the last six to eight years have dramatically reduced the regulator's capacity to gain access to and have analytic support for data gathering and analysis.

Recently, there have been some wins in improving data systems, which will assist decision-making. The Centre for Work Health and Safety has developed predicative data modelling that will allow investigators and inspectors to identify businesses with certain characteristics who are at high risk of future safety incidents. The model has been tested and is being used by the investigations panel. The Data Analytics Directorate is expected to use the predicative model more broadly in the future to inform compliance work by identifying high risk businesses. The Centre for WHS is also developing a Data Framework to guide how SafeWork NSW manages data.

After advocacy from SafeWork NSW, SIRA is changing how data are collected on workers' cultural backgrounds. SIRA will collect language spoken at home and migrant status in future. SIRA will also collect the status of labour hire workers— ANSIC code of host, and host contact details.

WHAT OTHER DATA IS NEEDED TO PROVIDE MORE INSIGHTS?

Much of the data collected for evaluation and monitoring purposes has focused on PCBUs compliance behaviour and understanding of responsibilities. Additional data on behaviours and the drivers of workers' behaviours regarding work health and safety, for those working in high risk sectors/industries and for high risk workers would assist in improving interventions.

6.5 INNOVATION

The Roadmap specifies two actions under innovation, and the Evaluation Framework for the Roadmap has no related short term outcomes.

One action is that SafeWork NSW adopts a 'human centred design' philosophy to the development of key initiatives. This action has not been implemented. The BRD has provided human centred designed training for project managers.

A second action is that SafeWork NSW adopts an approach that encourages workplace innovation in health and safety. Innovation is being driven by the Centre for Work Health and Safety, which is taking a knowledge utilization approach to develop applied interventions to prevent trauma and injury. The Speak Up App is an innovative response to a high-profile issue – falling from heights in the construction industry (discussed in chapter 5).

Another example is collaborative research to develop and test a wearable silica-detection device (discussed in chapter 5). Another example is a project funded by an enforceable undertaking that is Building Information Modelling (BIM) to eliminate safety hazards at the design stage. The current approach to managing work health and safety on major construction projects is using a WHS Management System. However, technological improvements have seen the rise of "digital engineering" and the use of BIM to facilitate project design, planning and management. The project fits in the supply chain program area.

7. CONCLUSIONS

This review comes mid-way through the implementation of the Roadmap's six-year strategy. Because the goals are long term, it is important to assess short term outcomes in the context of progress towards the targets. At the strategic level, the Roadmap was designed to drive reductions in the targets for incidence rate of fatalities and serious injuries in NSW workplaces.

7.1 OVERVIEW OF PROGRESS

Organisational and other factors have impacted on delivery to some extent so not all activities have been delivered.

Key actions that have substantially been delivered are:

- Engagement of peak groups and associations in WHS planning and co-design of safety products
- Falls from Heights campaigns and proactive compliance programs (blitz)
- Quad bike safety program
- Silica dust public awareness campaign, silica symposium and proactive compliance programs
- Establishment of Centre for Work Health and Safety
- Safety Starts Here Campaigns
- Production of safety products

Key actions that are ongoing are:

- PErforM Workshops
- Mental Health Training Skills Workshops
- Manufacturing Safety Group Forums
- Translation of safety products for PCBUs and workers from CALD backgrounds
- Targeted small business rebate programs
- SpeakUp App

Actions that have progressed less than others, include:

- delivery of leadership programs for business, which would help drive organisational culture change
- implementation of the Health Care and Social Assistance WHS Plan
- delivery of activities to address supply chain issues, which have had a narrow focus and limited outputs
- delivery of actions to address the Towards Zero high impact harm 'working live' electric shock/ electrocutions, which has had limited activity – with consultation to inform communications completed but no campaign delivered
- activities to address issues for labour hire workers, which have been limited to promotion of national guides
- improving business intelligence data systems to better support real-time decision making – while there are parts of a system, there is not a true end-to-end system

- addressing high risk businesses – while a focus, the lack of real-time data has hindered program areas efforts to identify these businesses and target them. A WHS rating system has been developed and is available in WSMS to all inspectors, managers and support staff. It is only now being rolled out for mainstream use.
- bringing about change at the system level – there appears to have been a lesser focus on regulatory reforms and perhaps opportunities missed to drive change at a system level.

The Roadmap has been instrumental in guiding SafeWork NSW's regulatory approach. The Roadmap has provided SafeWork NSW with a strategic risk-based focus and ensured continuity of efforts in sectors where workers are at most risk of being injured or killed at work and on high impact harms. Program planning processes have sent a clear message to industries in high risk sectors and the community about zero tolerance for poor safety practices and about what government priorities are for workplace health and safety. SafeWork NSW has successfully collaborated with other regulators, including at the national level, on many activities.

EMERGING CHALLENGES

Since the review commenced, the delivery of the Roadmap is under an entirely new structure within the Better Regulation Division (BRD). SafeWork NSW is now a brand rather than an agency. Its work has been divided into functional streams that encompass other regulators, with a view to increasing efficiencies and knowledge sharing. At this early stage, it is unclear how the balance between health and safety compliance work, awareness raising, education and better regulation will be maintained. It appears likely that key staff are better placed within the new structure to drive projects under sector plans. The Roadmap now has an Intervention Design team, who have a coordinating function within SafeWork NSW. This role encompasses all three regulators within the BRD. An Interventions manager and two other intervention teams now oversee the transport, agricultural, manufacturing, and construction sectors. Inspectors from the operational arm can be seconded onto specific projects to assist in development of projects. But some program areas remain part of operational teams with dual responsibilities for reactive work and project responsibilities. These programs are the healthcare and social assistance sector plan, the musculoskeletal disorders strategy, and some of the specialist teams. As such, key informants doubt the structure will completely address project resourcing and oversight and coordination issues across the whole Roadmap portfolio.

Another challenge is reconciling SafeWork NSW's approach to compliance with Fair Trading and Liquor and Gaming. Under the Roadmap, SafeWork NSW shifted from being very compliance focused to having a greater focus on education and prevention.

SafeWork NSW is funded through the Workers Compensation Scheme (and legally these monies must be spent on WHS), which is different to other regulators within the BRD. But in the new structure, where like functions of regulators are grouped together and activities like webinars may involve representatives from three regulators. 'You've got more heads around the table, different expertise, ending up with a better product which is better for the community. The issue is when staff delivering work health and safety services (paid by Workers Comp) start spending time also delivering Fair Trading and Liquor and Gaming and what SafeWork basically is required to do'.

7.2 COLLABORATION WITH INDUSTRY AND OTHER STAKEHOLDERS

KEY REVIEW QUESTION: IN WHAT AREAS OF HEALTH AND SAFETY HAS SAFEWORK NSW COLLABORATED WITH PEAK BODIES, ASSOCIATIONS, AND INDUSTRY, AND WHICH OF THESE COLLABORATIONS HAVE BEEN EFFECTIVE AND WHY?

The Roadmap has proved useful in explaining SafeWork NSW's approaches to industry, other regulators and the community. Stakeholders (particularly peak groups and associations) have responded well to open communication and SafeWork NSW's approach to engagement. Peak groups, associations and large businesses recognise the benefits of collaborating with SafeWork NSW and have engaged in planning Roadmap activities and supported SafeWork NSW to implement activities to improve health and safety in their industries. Although there are many ways industries and other stakeholders engage with SafeWork NSW, the most successful kind of collaboration has been in the co-design and promotion of safety products, which are highly valued by industry. Collaborative work has occurred across all program areas. Industry and other stakeholders have variously been involved in promotion of messages, development of events, taskforces, joint research, the mentor program, the production of case studies and as intervention delivery partners.

KEY REVIEW QUESTION: WHAT ACTIVITIES ARE BEING DRIVEN BY INDUSTRY AND HOW ARE THESE CONTRIBUTING TO ROADMAP OUTCOMES?

An underlying enabler of the Roadmap is industry, worker and community commitment, which is seen as important to the achievement of the three action areas. The evidence indicates that it is SafeWork NSW rather than industry driving Roadmap initiatives. Industry and other stakeholders consider the regulator as the lead agency in health and safety in the workplace and expect to collaborate on prevention initiatives and, in doing so, are aligning their health and safety activities with the Roadmap. The exception is manufacturers of safety solutions, who are actively developing work health and safety solutions to address the harms identified under the Roadmap.

7.3 REACH

Assessing reach in a meaningful way is a difficult proposition for such a complex multilayered intervention across many sectors. There are data on what groups are being reached but it is not systematic. Program leads believe the Roadmap has had most success reaching large and medium businesses. There was little evidence about the extent to which workers have been reached.

Data on use of sector-specific safety products tell us how many instances these have been viewed or downloaded, but not who else may have benefited, but did not access these, nor if the messages resonated. Performance data on compliance work and attendance at events gives a good picture of how many proactive interactions have occurred (an estimated 12,500 a year), but not the reach to high risk businesses, those in influential roles, or the mix of different sized businesses. For example, in the construction industry, 25 per cent are sole

traders and on worksites there are multiple layers of contractors. In the construction industry the most success has been reportedly in reaching large construction companies that is, Tier 1 and 2 [20]companies.

Program leads report that it is those who are already predisposed to ensuring safety in the workplace who are more inclined to engage in awareness raising events and workshops. This observation is backed up by feedback from PCBUs who attended MSG forums – a majority reported already having many of the safety controls discussed in place.

7.4   ACHIEVEMENT OF OUTCOMES

The scope of the review was on examining the extent to which Roadmap short term outcomes for PCBUs and workers—changes in awareness, understanding of hazards, safety controls, safety culture and intent to change behaviour and practices—have been achieved[21]. In examining these outcomes, some evidence about medium term outcomes—changes in safety practices and controls in the manufacturing and construction sectors—have emerged. To better understand why or why not short term outcomes have been achieved the review has also considered the inputs, what activities have been implemented and influences on these and the reach of activities (discussed above).

KEY REVIEW QUESTION: HOW HAS AWARENESS OF HEALTH AND SAFETY OBLIGATIONS CHANGED AS A RESULT OF ROADMAP AND ASSOCIATED ACTIVITIES (CAMPAIGN)?

Evidence from existing research into the impact of specific awareness raising activities with agriculture, manufacturing, construction and government sector stakeholders demonstrates that targeted stakeholders in these sectors are becoming more aware of work health and safety obligations, and that some are increasingly willing to act. However, the outcome is not being achieved evenly across targeted PCBUs and groups of workers in these sectors or across all high impact harms.

Safety Starts with You campaign research (AMR, 2019) has demonstrated positive trends over the past three years for questions that asked about business and workers' awareness of work health and safety and willingness to act on health and safety. White collar workers were less likely compared to other workers to agree that work health and safety in their organisation was openly and regularly discussed.

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[20] Tier 1 Construction companies employ 350+ people; Tier 2 employ 150-350 (https://www.newpointadvisory.com/builder-tier-system/)

[21] The expected outcomes are identified in the Roadmap Evaluation Framework (2016).

KEY REVIEW QUESTION: TO WHAT EXTENT HAVE ROADMAP ACTIVITIES IMPROVED AWARENESS OF HIGH IMPACT HARMS, CONTROLS AND WHS ISSUES FOR TARGETED INDUSTRIES AND WORKERS IN THE AREAS WHERE SIGNIFICANT PROGRAMS HAVE BEEN DELIVERED?

PCBU's awareness of high impact harms has improved since the Roadmap was launched, although awareness is likely to be less where communication campaigns are yet to be implemented. There is no systematic data on workers' awareness.

Much of the evidence about improved awareness of controls aligned to high impact harms comes from reports on outcomes of the quad bike safety program, crystalline silica campaign and the midterm evaluation of the MSD strategy. These reports indicate increases in awareness and/or use of some but not all controls by PCBUs.

KEY REVIEW QUESTION: IN WHAT WAYS IS SAFEWORK NSW DELIVERING SERVICES THAT ARE CUSTOMER FOCUSSED, CREDIBLE, DRIVEN BY INSIGHTS, AND INNOVATIVE?

Evidence from the customer satisfaction survey and other indicate that SafeWork NSW is delivering customer focused services. Safety products have been co-designed and tested with industry and target groups, interventions have taken account of specific industry contexts and worker characteristics, some safety products are being designed or updated, and digital tools and guidance materials have been translated into community languages that are readily accessible in a central hub.

SafeWork NSW has been building its credibility as a regulator on several fronts through consistent and open engagement with industry and other regulators (within and outside of NSW).

SafeWork NSW has provided leadership on research, regulatory reform and policy efforts to reduce and prevent injury and fatalities in the workplace in NSW and nationally. The Centre for WHS is the first of its kind in Australia has taken on leadership in health and safety research and has three foci, prevention, enablement and supporting effective regulation. The Centre's principle of research to practice and linking practitioners with researchers should ensure that the research is utilised by industry to improve health and safety. But, at this stage, only a handful of research projects have reached the publication and dissemination stages.

The evidence is unequivocal that SafeWork NSW program interventions are driven by insights from data even where data systems are less than ideal because of a lack of in-house analytics capacity and challenges accessing SIRA workers compensation data in a timely way. Program staff members regularly seek out and use Workplace Services and Management System (WSMS) data and workers compensation data to inform decision making. Business performance data has been regularly analysed and discussed at the executive level over the past three years. All plans and strategies under the Roadmap drew on existing or commissioned research to better understand the work health and safety problem, worker and businesses attitudes, behaviours and practices and potential intervention strategies. The research has assisted in identifying priorities under broader harm areas e.g. hazardous chemicals and agriculture. Where evaluations have been done these are producing valuable

information for project leads. But gaps in evaluation around reach and impacts make it difficult to make a case for the value of some program activities or understand issues.

PERFORMANCE RATINGS – SHORT TERM OUTCOMES

Figure 17 (performance rubric) summarises progress made in achieving the Roadmap short term outcomes.[22] Twelve out of 14 outcomes are scored as 'well' or higher, which means there are clear examples of the outcome being achieved across at least half of the program areas. Lower scores tend to be because no evidence on the outcome was available for a program area. The extent of that change cannot be assessed across all Roadmap activities.

FIGURE 17.   ROADMAP PERFORMANCE RATINGS – SHORT TERM OUTCOMES

Short term outcome	Performance rating
Action area 1 Embed the 'health and safety' landscape in NSW businesses	
Targeted stakeholders are becoming more aware of WHS and accountabilities and are demonstrating an increased willingness to take action	**Well**
Targeted stakeholders can identify ways to improve WHS in their industries and workplaces	**Well**
Workplaces are increasing their understanding of the different elements of the WHS landscape	**Adequate**
Targeted businesses are aware of their return to work responsibilities and can identify ways to improve RTW outcomes in their workplaces	**Well**
Peak bodies, associations and community leaders are better able to support their members to embed the Landscape as a result of collaborating with SafeWork NSW	**Very well**
Action area 2 Focus on key priority areas	
Improved awareness of high impact harms and WHS issues for targeted industries and workers	**Well**
Increased awareness of controls aligned to high impact harms	**Well**
PCBUs and workers in targeted industries demonstrate increased confidence, capability and willingness to improve safety	**Well**
Action area 3 Exemplar regulator	
PCBUs are aware of SafeWork's regulatory, advisory and enforcement approach; products and services; latest developments and advances in WHS	**Well**
PCBUs understand their WHS responsibilities and know what compliance looks like	**Well**
PCBUs and key stakeholders recognise the benefits of working with SafeWork to develop innovative solutions	**Excellent**
SafeWork uses data systems to inform decision making	**Poor – data systems Very well – use**
SafeWork publishes information/standards/policies in a consistent manner	**Consistency – very well Timeliness - adequate**
Interactions with customers meet expected standards of service	**Excellent**

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[22] Davidson J, Wehipeihana N, McKegg K, and Rogers P, 2011, 'The Rubric Revolution', *Australasian Evaluation Society Conference*, Real Evaluation, Sydney, Australia.

7.5 EFFECTIVENESS OF INTERVENTION AND MANAGEMENT APPROACHES AND LESSONS

Roadmap programs typically seek to raise awareness and understanding and so change behaviours using proactive inspector visits, doing compliance checks, providing skills-based training, encouraging PCBUs to assess their own safety controls and providing safety guidance products. These approaches were only sometimes supported by public awareness raising campaigns, social media and mass media.

The evidence from evaluations of these initiatives suggests that using multiple levers to change behaviour is an appropriate and effective approach because many PCBUs and workers are becoming more aware of safety controls and hazards. But some industries (e.g. construction, agriculture) have been more resistant to messages about safety and to changing safety practices. The evaluation of Operation Scaff Safe suggested that it might be useful to draw more on behavioural insights or other theories of behaviour change when designing interventions. The evaluations of high-risk sector initiatives indicate that changing industry practice norms and safety culture takes time and needs long term attention. Taking tobacco as an example, it took more than 25 years of awareness raising, education and regulatory reform to change social norms around smoking.

PROACTIVE COMPLIANCE

An assumption underlying the design of the Roadmap was that interacting with SafeWork NSW will help businesses become more confident about, and capable of, managing health and safety in the workplace. One of the main ways PCBUs interact with SafeWork NSW is through proactive visits. Proactive compliance visits have been shown to be very effective in increasing PCBU awareness and encouraging positive change of safety practices in high risk industries, especially when combined with rebates that increase the affordability of safety equipment (which make improving safety controls more feasible).

However, proactive compliance has limited reach because inspector time is a finite resource and inspectors also have other roles in investigating complaints and serious injuries and fatalities. A key challenge has been getting the balance between proactive and reactive compliance right.

Where proactive compliance can be focused on high risk businesses (as was done for the reducing exposure to silica dust initiative), then this intervention could be expected to be particularly effective at eliminating or reducing high impact harms. The new predictive modelling tool developed by the Centre for Work Health and Safety is expected to allow inspectors to better target high risk businesses and should further increase the effectiveness of proactive compliance.

PUBLIC AWARENESS RAISING

Another assumption of the Roadmap was that public awareness or communication campaigns will increase engagement with SafeWork NSW. The evidence suggests this assumption holds. Where public awareness campaigns were delivered, then PCBUs and

workers have engaged with SafeWork NSW. The use of social and mass media has increased the reach of messages and interventions, and these are particularly important channels to reach small and micro-businesses, which are often not connected to peak groups and associations. Where planned campaigns have not occurred, then the reach of program offerings has been adversely impacted. The affected programs are mentally healthy workplaces, musculoskeletal disorders and the young workers e-toolkit. To make the best use of resources invested in evidence-based skills training and safety products, these campaigns should be funded and have approval streamlined.

SKILLS BASED TRAINING

SafeWork NSW has offered state-wide, cross-sector skills-based training initiatives to address serious illness resulting from mental illness and MSDs. Only the MSD PErforM workshops have been evaluated and these were found to change behaviour. The Mental Healthy Manager Training and Mental Health Skills workshops are focused on employers and employees' industries in high risk sectors. The lack of a campaign to promote mentally health workplace initiatives appears to have adversely impacted on the reach of these evidence-based programs.

MAKING SAFETY PRODUCTS AND OTHER RESOURCES ACCESSIBLE – WEBSITE AND TRANSLATION HUB

The SafeWork NSW website and customer service help promote safety products. Safety products are being regularly accessed, with some made more accessible to at risk workers through the translation hub. SafeWork NSW has prioritised translations of products that inform PCBUs and workers about exposure to high impact harms and those in high risk sectors. Even so, the number of safety products translated represents only a fraction of the 90 safety products developed under the Roadmap.

SafeWork NSW has also developed tools, such as the Easy to Do Toolkit, Young workers e-toolkits and the mentally healthy workplace capability checks. In general, these tools require greater promotion to improve take-up. At this point, there is no evidence about the effectiveness of the approach in raising awareness or prompting intentions to action safety measures.

CO-DESIGNING PRODUCTS

Another assumption implicit to the approach taken was that SafeWork NSW could work collaboratively with stakeholders to develop and deliver the right products and services. Co-designing safety products with industry stakeholders to educate PCBUs and workers in high risk industries and or exposed to high risk harms has been a highly successful strategy. The resulting safety products are user friendly, well accepted by the target groups and the industry associations involved are actively promoting these to their members. Peak groups and associations that have engaged in many Roadmap initiatives have been instrumental in promoting safety messages, safety products/ tools and training.

EVENTS

SafeWork NSW believes that participating in, or facilitating industry events, is also an effective awareness raising strategy and events are generally well received. However, unless the messages are amplified by media, then reach is likely to be limited. Where SafeWork NSW initiatives or events have received media coverage (e.g. SpeakUp App, Operation Scaff Safe) then the reach of safety messages is thought by staff to have been amplified. For example, construction sector stakeholders cited a spike in applications for small business rebates after inspector led safety workshops in regional NSW.

COORDINATING INITIATIVES ACROSS PROGRAMS

The Roadmap delivery has been managed through business streams with some efforts made to undertake more central coordination. In 2020, sharing of knowledge and coordination of efforts between different work programs is occurring, but remains somewhat reliant on personal connections. The goals of different program areas overlap and, initially, there was some uncertainty about how harms could best be addressed within high risk sector plans. To date, more work has been done within a sector on Towards Zero high impact harm where that sector is the lead for implementing actions addressing the harm.

Over time, project delivery has matured, which has allowed project leads to look outside their team for opportunities to learn from others or provide their expertise to support other activities. However, there remains some duplication of effort and lost opportunities to tap into the broader knowledge base of the organisation, in part because of the large number of projects being delivered.

There is a common view among stakeholders that project delivery would have benefited from a dedicated delivery team that had a central coordination role and allowed clear prioritisation of activities and staggered delivery. The introduction of a planning phase to assess feasibility and scope of individual activities would have assisted implementation. There was a gap between the ideas within the Roadmap and the delivery plan. The delay in coordinating activities meant that opportunities were missed in the set-up phase, for example, the design of a universal data system.

APPENDIX 1. SAFEWORK NSW INFORMANT LIST

Program or Business Unit	Name
Agriculture	Jeremy Whyte
Quad Bike Safety	Diane Vaughan
At Risk Workers	Belinda McKean
At Risk Workers	Karin Kaczmarczyk
At Risk Workers	Katrina Smith
At Risk Workers	Tina Snook
At Risk Workers	Zulima Painter
Business Operations, Performance Assurance	Abigail Hall
Business Operations, Performance Assurance	Sally Fallon
Centre for Work Health and Safety	Skye Buatava
Communications	Brook Newstead
Communications*	Angela Kamper
Stakeholder Engagement and Community Education*	Kristen Daglish Rose
Construction	Laurence Richey
Construction	Tony Williams
Construction	Karlene Knighton
Construction	Sascha Newton
Government / Manufacturing	Andrew Theakstone
Government	Robert Chalmers
Government	Robert Mayell
Hazardous Chemicals	Bridget Wild
Health Care and Social Assistance/ Mentally Healthy Workplaces	Jim Kelly
Health care and social assistance sector plan	Kate Podryhula
Manufacturing	Melissa Northey
Manufacturing	Rebecca Sipeki
Mentally Healthy Workplaces	Erica Rubic

Program or Business Unit	Name
Mentally Healthy Workplaces	Stephanie Schofield
Musculoskeletal Disorders	Kristy Charlton
Products and Incentives Team	Christine Lindsay
Products and Incentives Team	Dave Ryan
Return to Work	Danielle Kilpatrick
Supply Chain	Belinda Rudgley
Transport	Jodi Gates
Transport	Lisa Foley
Transport	Scott Murray
Transport	Lyn Frost
Transport	Anika Hallam
Quad Bike Safety	Jessica Bourke
Hazardous Chemicals	Giselle Carswell

* March 2021

APPENDIX 2. EVIDENCE SOURCES - SAFEWORK NSW BUSINESS, EVALUATION & RESEARCH REPORTS

EVALUATION REPORTS

Quad Bikes Safety Program Mid Point Qualitative Evaluation 2019

Quad Bikes Dashboard Mid Point Evaluation 2019

Qualitative Research for the Mid Point Evaluation of Construction WHS Plan 2020

Hazardous Chemicals Mid Point Evaluation Report

SafeWork NSW Musculoskeletal Disorders Strategy Evaluation Baseline Report _Final V2.0

Small Business Easy to Do WHS Initiative Technical Report

Musculoskeletal Disorders Perform Program Evaluation Report

Musculoskeletal Disorders Strategy Short Term Outcome Evaluation

NSW Farmer's Association Report on the Farm Safety Advisory Service Pilot 2020

Operation Scaff Safe Report

SOCIAL RESEARCH REPORTS

All Responses Data - Post Event Survey November 2018

All Summary Data Post Event Survey November 2018

AMR 2016 Benchmarking Report

AMR 2017 Report Year 1

AMR 2018 Report Year 2

AMR 2019 Report Year 3

Dupont 2016 Benchmarking Report

Dupont 2017 Report Year 1

Dupont 2018 Report Year 2

Dupont 2019 Report Year 3

Falls From Heights Towards Zero November 2018 (Data Insights And Action Plan)

UM Post Campaign Report Year 1

UM Post Campaign Report Year 2

UM Post Campaign Report Year 3

Report - Falls From Heights V1 20JUL2018

Electrical V1 20JUL18

Blitz Report SW09154 1118 441174 V3

Quad Bike Survey Mid Point August 2017

Quad Bike Design Thinking Research 2018

Safework NSW Customer Satisfaction Survey 2017 FINAL Report

Safework NSW Customer Satisfaction Survey 2018 Final Report Updated Oct 2018

Safework NSW Customer Satisfaction Survey_Presentation_09092019 FINAL

Scaff Safe Design Project Marketresearch_2000_Pdf

Silicosis Campaign Feedback

Silica Symposium Snapshot

MONITORING AND BUSINESS PERFORMANCE REPORTS

At Risk Workers External Stakeholder Forum 18 July 2018 Summary

At Risk Workers Electronic evaluation form 3219 Summary

At Risk Workers Feedback summary 020719 V.0.2

Clarity Reporting

Deliverology from Idea to Implementation

Fortnightly Report_8_2019 (July) (NSW Government Sector Plan)

HWSA Small Business Network March Meeting- SIRA presentation

icare Monitoring Data (Mid-Year)

Quad Bike Program Dashboard Dec 2019 - Jan 2020

Quad Bike Program Dashboard Report Feb 2020

Quarterly Review Forum Strategic Report - FY1819 QTR 4

Serious Claims All NSW 17/18

Small Business Rebate Program report (August 2019)

SWNSW Portfolio Management Report Health Check - As at Mid-Sept 2019 - V1

SWNSW Reach of engagement 2016-2020

Mentally Healthy Workplaces Quarterly Strategic Report_Q4 18-19

Mentally Healthy Workplaces Project Data (2019)

Mentally Healthy Workplaces Program Performance Report At 29 July 2019 V5

Mentor Program Research and Information

MSD Claims All NSW 17/18

Progress against NSW WHS Fatality Targets

WHS Rating Internal Com

APPENDIX 3.   PROGRAM PLANS

Program Area	Plan or strategy
Agriculture	Agriculture Work Health and Safety Sector Plan
At Risk Workers	At Risk Workers Program Plan
Construction	Building and Construction and Work Health and Safety Sector Plan
Government	NSW Government Work Health and Safety Sector Plan
Hazardous Chemicals	2017-2022 Hazardous Chemicals and Materials Exposure Baseline and Reduction Strategy
Health care and social assistance	Health Care and Social Assistance Work Health and Safety Sector Plan to 2022
Manufacturing	Manufacturing Work Health and Safety Sector Plan
Mentally Healthy Workplaces	NSW Mentally Healthy Workplaces Strategy 2018-22
Transport	Transport Work Health and Safety Sector Plan
Musculoskeletal Disorders	Musculoskeletal Disorders Strategy 2017-2022

APPENDIX 4.   ADDITIONAL DATA TABLES

TABLE 23.   **PRODUCT COVERAGE BY PRIORITY AREA**

Priority areas	Coverage statistics*	No. products available on website**
SECTORS	**76%**	**95**
Agriculture	*100%*	*5*
Construction	*100%*	*36*
Manufacturing	*100%*	*47*
Transport	*100%*	*2*
Supply chains	*50%*	*-*
Health Care and Social Assistance	*33%*	*4*
Government	*20%*	*1*
HIGH IMPACT HARMS	**94%**	**111**
Falls	100%	15
Quad bikes	100%	-
Forklifts	100%	16
Electric shock	100%	8
Guarding	100%	12
Chemicals	100%	37
Mentally healthy workplaces	100%	14
Musculoskeletal Disorder	-	9
HIGH RISK GROUPS	**70%**	**20**
Migrant	80%	1
CALD	80%	2
Young Workers	80%	13
Labour Hire	40%	4

Notes: *Coverage means proportion of planned products developed. Source=Quarterly Forum Review Report Q4 18/19 FY **ARTD scan SafeWork NSW Website.