

WORKSAFE

Te tauākī whakamaunga atu

Statement of intent

WORKSAFE NEW ZEALAND

2024/25–2027/28



Kupu whakataki

Foreword



A handwritten signature in black ink, appearing to read 'JKerr'.

Jennifer Kerr
Chair



A handwritten signature in black ink, appearing to read 'Moran'.

Bill Moran
Deputy Chair



Everyone wants themselves and their loved ones to be healthy and safe at work. By influencing others in the system, WorkSafe New Zealand | Mahi Haumaru Aotearoa plays a significant role in supporting businesses and workers to reduce work-related harm.



Work-related injuries and ill-health don't come with just a personal cost to our loved ones, families and communities. There are also costs to businesses, ACC and the health system. A recent Business Leaders Health and Safety Forum report estimated the cost of workplace accidents and deaths in New Zealand at \$4.4 billion per year. Reducing work harm improves personal, economic, and social outcomes for everyone.

There have been notable improvements in work-related health and safety in Aotearoa in the years since the Pike River mining disaster which led to WorkSafe being established. Work-related fatalities and serious nonfatal injuries have reduced. However, there is much to be done to bring Aotearoa's national performance up to that of countries like Australia and the United Kingdom.

Improving national health and safety performance is a collective effort. Government, business, iwi and workers must all play their part. A legislative framework sets out the responsibilities of employers and workers. WorkSafe supports this through influencing sector leaders, iwi, communities, businesses, unions and workers to fulfil their obligations.

Businesses and workers understand their work. They are best placed – and legally required – to assess work-related risks and understand how those risks can be addressed. As regulator, WorkSafe assists them through education, advice and guidance, and by authorising high-risk activities where requirements are met. Workplace assessments and enforcement actions reinforce the duties of employers and employees.

WorkSafe's activities have expanded since it was established, and the Board determined a re-set was timely. This Statement of Intent sets out a new medium-term direction for WorkSafe, refocusing its efforts on core regulatory functions and clarifying its role in the health and safety system. The operating environment is dynamic and priorities may change. The Board is committed to determining the effectiveness of WorkSafe's activities and will redirect resources, as needed, to maximise results.

Whāia te iti kahurangi, ki te tuohu koe, me he maunga tikitike

Follow your treasured aspirations; if you falter, let it be because of insurmountable difficulties

Tōia mai e te ao mārama

te ara whakakotahi

te ara ka haumarū.

I a tātou i te mahi

tiakina māi

kia hoki hauora ki te kainga,

kia kōrero mai

mō te haumarū o te tāngata

Haumi e, hui e, taiki e.

The world of light brings forth

a pathway of togetherness

a pathway that keeps us safe.

While we are at work

take care of us

that we may return home safe and well,

that we may ensure

the safety of the people.

Let it be affirmed, it is so.

We use te reo Māori throughout this document to acknowledge Māori as tangata whenua and te reo Māori as an official language of Aotearoa. WorkSafe is on a journey to build our capacity in te ao Māori and tikanga Māori capability and to use more te reo Māori.

We have translated key headings, quotes and words. Our approach is to put te reo Māori and English headings and quotes side by side. Where we have translated a key word, we will use te reo Māori and translate the word into English the first time we use it in each section. We will then use te reo Māori. This is part of our work to make te reo Māori part of everyday life at work at WorkSafe.





RĀRANGI TAKE

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Te horopaki

Strategic context

Global environment

Work-related health and safety can be impacted by global conditions. Much of the developed world is experiencing cost of living rises, partly due to supply chain issues, and this raises the potential for heightened health and safety risks as businesses react to market conditions.

International evidence suggests that, as businesses look for ways to reduce costs, spending may be reprioritised away from workplace health and safety measures leading to increased risk. Stress and job insecurity may lead to under-reporting of occupational injuries and near misses. There may also be a loss of vital skills and knowledge due to downsizing which could have flow-on effects on health and safety.

There are also climate-related risks to workers in Aotearoa, with recent extreme weather events providing a window into the complex and widespread nature of climate change. In an increasingly warmer world, we will continue to see both chronic and acute impacts on kaimahi, for example health conditions due to increased exposure to dusts, silts and asbestos in the aftermath of a natural disaster.

The intersection between climate risk and occupational health and safety may require a different response from businesses and organisations to meet their duty of care for people's health and safety at work.

Aotearoa's health and safety system

WorkSafe is part of a wider health and safety system that has collective responsibility for health and safety at work. The primary legal duty to ensure workers are healthy and safe – so far as is reasonably practicable – lies with businesses and workers.

Within this system, WorkSafe works alongside the Ministry of Business, Innovation and Employment (MBIE), other Health and Safety at Work 2015 (HSWA) regulators (Maritime New Zealand and the Civil Aviation Authority), and the New Zealand Police, New Zealand Transport Agency Waka Kotahi, Accident Compensation Corporation ACC, the Environment Protection Authority, businesses, iwi and unions.

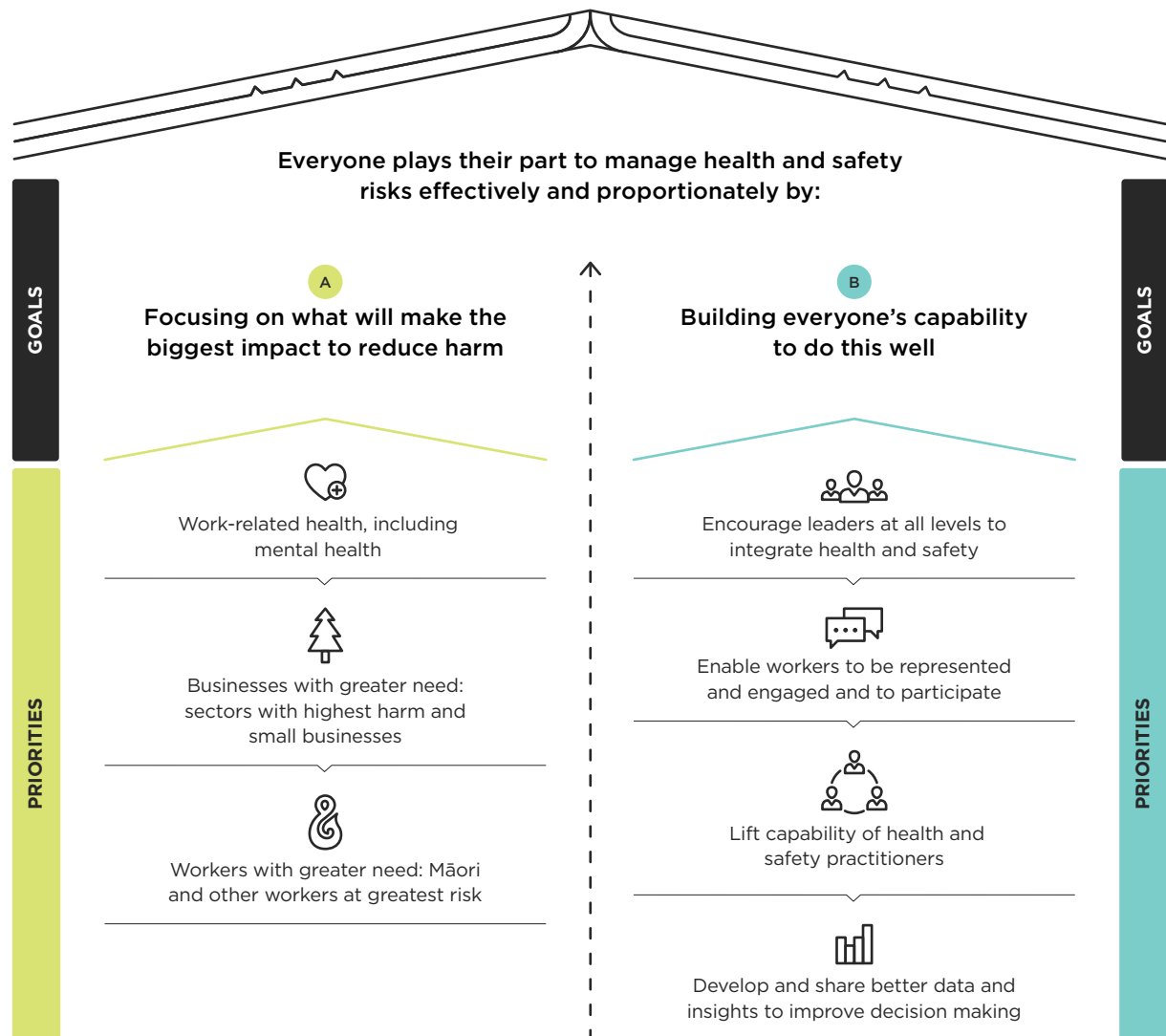
Health and Safety at Work Strategy

The *Health and Safety at Work Strategy (HSWS) 2018-2028* is a sector-wide strategy that sets out a vision, goals and priorities for workplace health and safety in Aotearoa (see diagram below).

The strategy puts workers at the heart of the system and makes it clear that everyone involved in work in Aotearoa has a role in the achieving the strategy's vision. While overall responsibility for developing the strategy lies with the Ministry for Business, Innovation and Employment, WorkSafe has a key role to play in implementation. Each year, WorkSafe's annual Statement of Performance Expectations sets out the priority actions WorkSafe will take to give effect to the strategy.

Vision

Work is healthy and safe for everyone in New Zealand



Health and Safety at Work Act

The Health and Safety at Work Act 2015 (HSWA) sets out the obligations on businesses and workers to ensure work is healthy and safe. To function well, the health and safety system relies on participation, leadership and accountability from businesses, workers and government agencies.

The main purpose of HSWA is to provide for a balanced framework to secure the health and safety of workers and workplaces by:

- protecting workers and other persons against harm to their health, safety and welfare by eliminating or minimising risks arising from work
- providing for fair and effective workplace representation, consultation, cooperation, and resolution of issues
- encouraging unions and employer organisations to take a constructive role in promoting improvements in work health and safety practices and assisting PCBUs and workers to achieve a healthier and safer working environment
- promoting the provision of advice, information, education, and training in relation to work health and safety
- securing compliance with the Act through effective and appropriate compliance and enforcement measures
- ensuring appropriate scrutiny and review of actions taken by persons performing functions or exercising powers under the Act
- providing a framework for continuous improvement and progressively higher standards of work health and safety.

A guiding principle of HSWA is that workers and others in the workplace should be given the highest level of protection as is reasonably practicable against harm to their health, safety, and welfare from work risks. The legislation is designed to be flexible and workable for both small and large organisations.

Establishment of WorkSafe

WorkSafe was established in 2013 following the Pike River mine disaster where 29 workers lost their lives. The subsequent Independent Taskforce on Workplace Health and Safety recommended establishing a dedicated arms-length regulator as part of a suite of recommendations aimed at transforming the health and safety system in New Zealand.

Strategic Baseline Review

During 2021 and 2022, WorkSafe participated in a *Strategic Baseline Review*. The review confirmed that WorkSafe was performing its core regulatory functions but concluded that more work was needed to achieve a sustainable funding model and clarity about the outcomes WorkSafe delivers for Aotearoa. The review noted that WorkSafe will never have sufficient resources to address all health and safety risks across the breadth of the economy.





The reviewers made a range of recommendations, which WorkSafe is implementing. These cover:

- developing and communicating a clear and consistent strategy
- demonstrating clarity of WorkSafe's regulatory role within the health and safety system
- strengthening the financial management capability
- demonstrating the relationship between what WorkSafe does, the impacts of its work and outcomes WorkSafe is aiming for
- measuring the results and quantifying the costs to demonstrate value for money
- focusing on how to make existing arrangements work for ACC-funded injury and harm prevention, as set out in the Accident Compensation Act 2001.

WorkSafe developed a new strategy in 2023/24. The strategy signals a streamlined approach to delivering core regulatory functions, focused on the areas where WorkSafe's effort will make the biggest difference and contribute to equitable outcomes. Also in 2023/24, WorkSafe underwent a reorganisation process to ensure it is delivering on its core functions within its funding envelope.

Mō Mahi Haumaru Aotearoa

Organisational overview

Purpose of WorkSafe

WorkSafe's main purpose, as set out in the WorkSafe New Zealand Act 2013, is to **'promote and contribute** to a **balanced framework** for securing the health and safety of workers and workplaces'.

WorkSafe **promotes and contributes** by influencing businesses and workers to exercise their responsibilities to ensure work is healthy and safe.

The **'balanced framework'** sets out the balance of responsibilities between businesses, workers and the government. It recognises that all work will involve some risk and there is a balance to be struck on how those risks are best managed.

WorkSafe's legislated functions are listed in Appendix 1.

The Act also sets WorkSafe's additional role: to 'promote and contribute to the safe supply and use of electricity and gas'. WorkSafe is responsible for administering the:

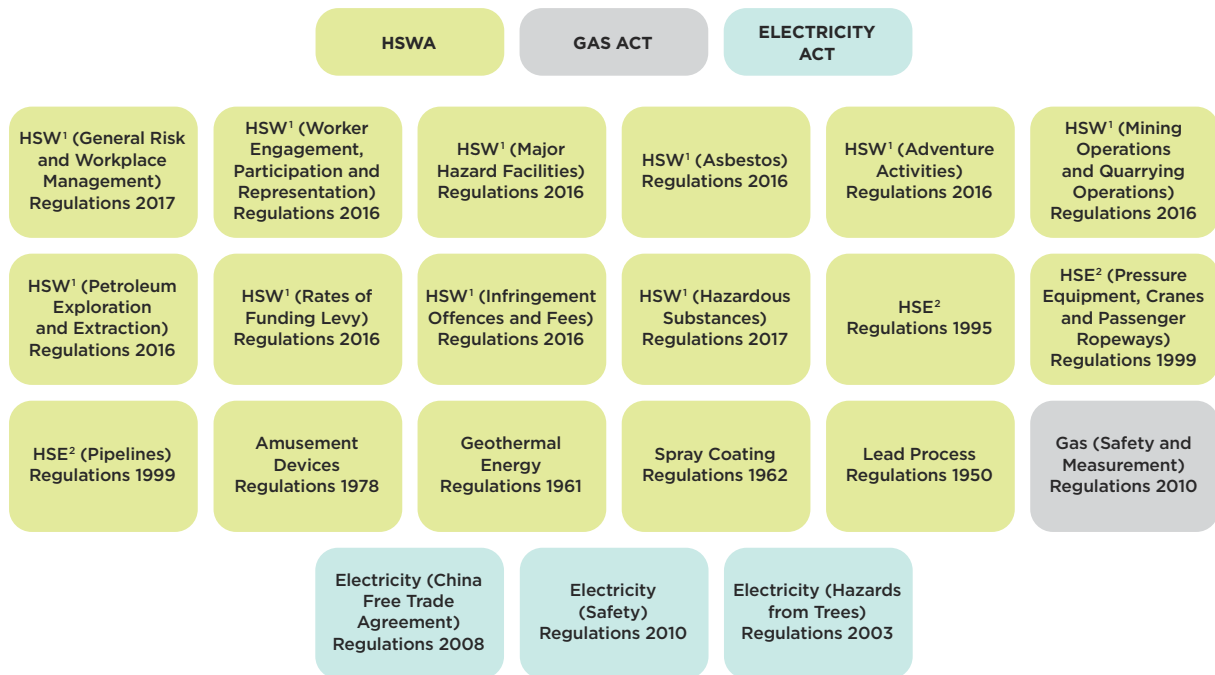
- Gas Act 1992, enacted to protect the public in relation to gas and provide for the regulation, supply and use of gas
- Electricity Act 1992, enacted to protect the public in relation to electricity and provide for the regulation, supply and use of electricity.

WorkSafe audits electrical suppliers and products, and investigates gas and electricity incidents, using enforcement measures for non-compliance.



WorkSafe is responsible for monitoring and enforcing compliance with the following health and safety legislation.

Current regulations



WorkSafe’s role

WorkSafe’s main role is to **influence businesses and workers** to meet their responsibilities to ensure work is healthy and safe. WorkSafe delivers on its role through engagement, enforcement and permitting. Some work is more dangerous, and some workers are at greater risk of harm. Guided by evidence and insights about the risks that can lead to three types of harm (acute, chronic, and catastrophic), WorkSafe will focus effort on where it can make the biggest difference and contribute to equitable outcomes. WorkSafe will measure the effectiveness of its influencing role to ensure it is making a difference.

Board

WorkSafe is governed by a board whose expertise includes public sector governance; central government processes; New Zealand’s work health and safety environment, including work illness and occupational disease; perspectives of workers; perspectives of businesses; administration of work health and safety legislation and risk management frameworks; and business generally. Board members are appointed by the Minister for Workplace Relations and Safety.

¹ Health and Safety at Work.

² Health and Safety in Employment Act 1992 (repealed by the HSWA but some regulations were established under that Act and remain in place).

Funding

Since its establishment, WorkSafe's regulatory focus has shifted from primarily acute injuries and deaths to include broader areas associated with health-related harm, including workplace mental health. Additional funding from Government increased WorkSafe's capacity and capability to deliver new services and address unexpected events such as the COVID-19 pandemic and Whakaari | White Island explosion. WorkSafe was also funded to develop stand-alone ICT systems following its split from MBIE, improving public interfaces and supporting inspectors and regulatory staff to operate more efficiently.

WorkSafe is funded primarily through the Vote Labour Market Appropriation: Workplace Relations and Safety – Workplace Health and Safety. The appropriation is limited to information, education, leadership, guidance, support, and enforcement relating to the health and safety of workers and workplaces. This appropriation is intended to achieve healthier, safer and more knowledgeable workplaces. WorkSafe also receives funding through the Energy Safety Levy, ACC injury prevention activity (to March 2025) and third-party revenue (such as fees).

Supporting Māori-Crown relations

Māori workers are at a higher risk of harm than non-Māori. There are many Māori workers in high-risk industries such as forestry, construction and manufacturing. WorkSafe engages with high-risk sectors aligned to its strategy and delivers a mix of interventions that together aim to reduce harm. This includes leveraging the reach and influence of sector lead organisations; working with iwi Māori to deliver marae based wānanga to get communities talking and solving problems together; delivering worker education programmes; and advising on a range of topics such as educating health and safety representatives and health and safety governance. This includes working with Te Kawa a Tāne – an alliance to help prevent forestry-related harm in Te Tairāwhiti (the East Coast).

In addition, WorkSafe's Board receives advice from Te Kahu Mātai (The Partners Council), an advisory group of iwi, business and union partners. The group provides a forum for dialogue and cooperation, as well as the opportunity to work in partnership with Māori to find sustainable community-based solutions to health and safety.

Sustainability

To reduce its own environmental impact, WorkSafe has developed a Strategic Approach to Environmental Sustainability that recognises its operational footprint on the environment and how the landscape we operate in will change as a result of a changing climate. It describes how WorkSafe will achieve meaningful emissions reductions and manage a transition to a low-carbon world, as part of a whole-of-government approach to climate change.

WorkSafe is targeting a 25% reduction in emissions (compared to the 2018/19 base year) by 2025 and a 45% reduction in emissions by 2030. Targets will be reviewed on an ongoing basis to ensure this ambition is aligned to climate science, public sector requirements, and any shifts in WorkSafe's own emissions reduction potential. In 2022/23, WorkSafe's emissions were 1,404 tonnes of CO₂e, 30% (614 tonnes) below the 2018/19 base year of 2,019 tonnes of CO₂e.

WorkSafe will also work to build and maintain an awareness of how climate change impacts its regulatory priorities. This will mean defining its position within Aotearoa's transition to a low emissions future and its response to the unmitigated impacts of climate change. To build out this holistic approach to sustainability, including a well-rounded climate response, WorkSafe will upskill internally and partner smartly externally.

He aro ki te rautaki | Strategy on a page

The diagram below sets out WorkSafe's new strategy.



³ In this context, we use the word 'businesses' as shorthand to refer to persons conducting a business or undertaking (PCBUs) as well as the officers of a PCBU, such as company directors.

Ngā whainga

Strategic objectives

The number of businesses and workers across Aotearoa continue to grow (see Figure 1). WorkSafe can't be everywhere all the time so must make tough choices about where to target effort and resources. WorkSafe focuses on where its input as regulator will make the biggest difference and contribute to equitable outcomes.

Within the three types of harm - acute, chronic, and catastrophic - WorkSafe uses evidence and insights to understand where the greatest potential for harm is. This means there will be areas where work-related harm is occurring or might occur that will not be a focus for WorkSafe. Generally, this will be where the harm or risk is less serious, where there is no clear pattern or trend of risk or harm, or where other agencies (such as the New Zealand Transport Agency Waka Kotahi, Maritime NZ or the Civil Aviation Authority) already influence improvements to health and safety.

Key facts and figures:



600,000
businesses



2.9m
workers



600⁴
WorkSafe staff

⁴ WorkSafe staff as at May 2024.

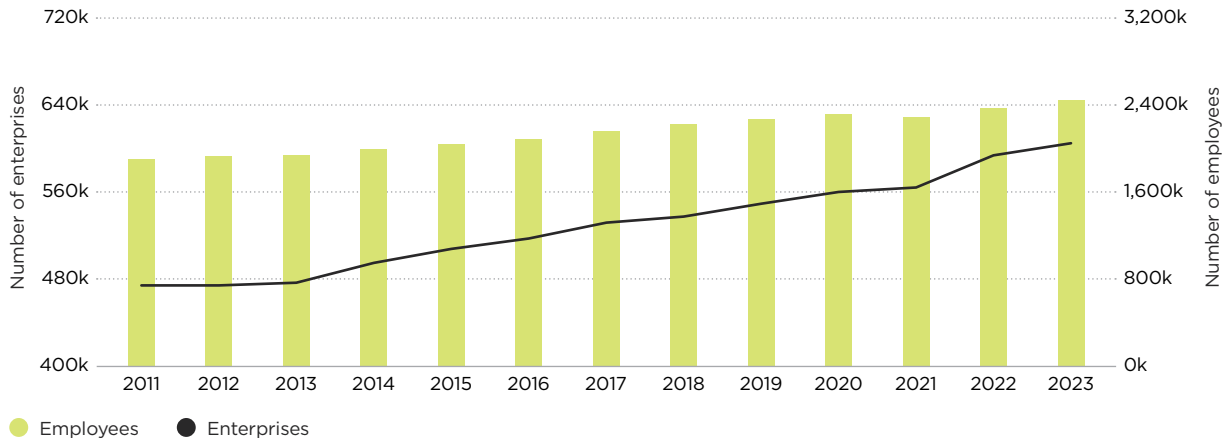


FIGURE 1: Number of enterprises and employees at February 2023

Note: The figure on the previous page of 2.9m workers is the total number of people employed in December 2023 (NZ business demography statistics: Stats NZ).

Operating environment

Every year 50–60 people are killed at work and 400–500 are hospitalised with a serious injury, some of which result in long-term disability. Some workers (for example, Māori, Pasifika and older workers) have higher rates of serious acute harm than others. This harm is concentrated in a few industries, including agriculture, construction, forestry and manufacturing. Transport is also a significant area of harm. Other agencies have responsibility in this area.

The key risks faced by workers that lead to serious and fatal physical harm are:

- vehicles and machinery
- falling or moving objects
- falls from height
- electrical and chemical hazards.

Figures 2 and 4 show trends in acute fatalities and non-fatal injuries over time.

Acute fatalities

Since 2002, there has been a long-term downward trend in work-related acute fatalities (a fatality resulting from a single event rather than from chronic disease). The exceptions to the downward trend reflect the 2010 Pike River mine explosion and the 2011 Canterbury earthquakes.

The overall downward trend in total fatalities, refer to Figure 2 below, masks a slight upward trend in transport-related fatalities (largely road accidents where a person was working at the time of the accident). The increased rate of transport-related fatalities is consistent with a known increase in road fatalities from around 2015. The reduced rate of non-transport fatalities reflects a largely constant number of fatalities over the past decade, while the workforce has grown by approximately 25%. Accidents involving farm vehicles remain a significant contributor to work-related fatalities.

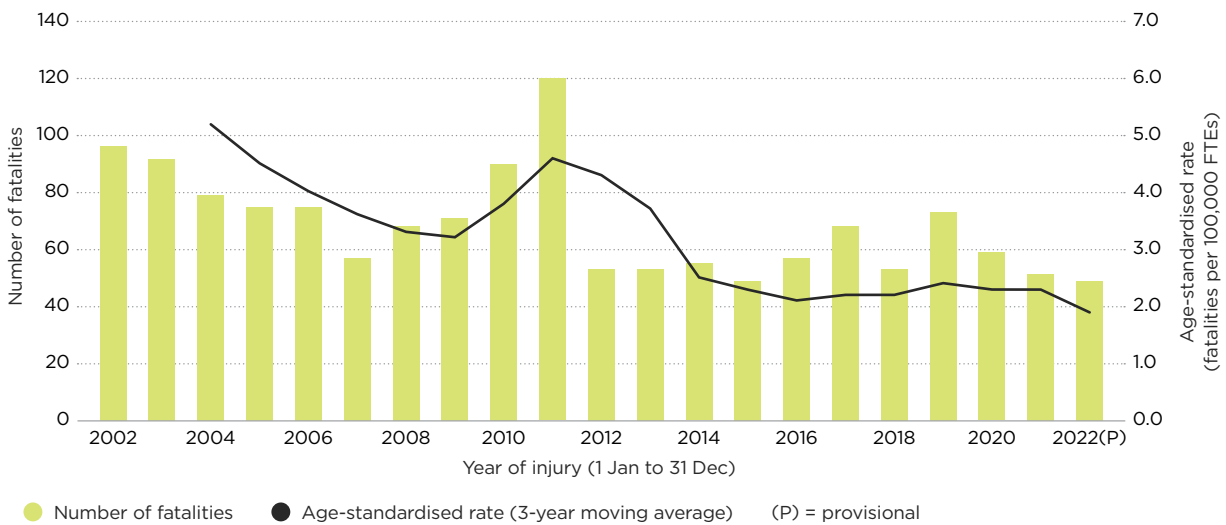


FIGURE 2: Acute fatalities

WorkSafe’s analysis has highlighted opportunities to prevent serious harm by addressing well-known risks at worksites such as falls from height in construction, forestry workers struck by logs or trees, workers hit by objects or trapped by machinery and workers electrocuted by power lines. Figure 3 below shows a breakdown of fatalities by industry.

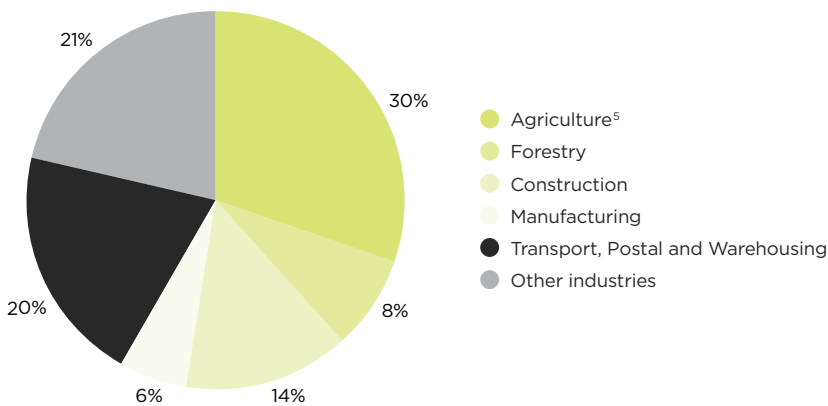


FIGURE 3: Fatalities by sector (2011-22)

⁵ 'Agriculture' includes sub-industries 'Agriculture', 'Fishing, Hunting and Trapping', and 'Agriculture, Forestry and Fishing Support Services'. It excludes 'Forestry and Logging'.

Serious non-fatal injuries

Since 2002, there has also been a long-term downward trend in serious non-fatal injuries (hospitalisations with a probability of death of 6.9% or more), refer to Figure 4 below.

When accounting for the size and age structure of the workforce, the rate of serious non-fatal injuries has reduced by 31% since 2002. However, numbers and rates of injuries have fluctuated in recent years. Construction and manufacturing, two key industries that drove the increases during 2017–2019, have seen marked reductions in serious non-fatal injuries over the past two years. The impact of the COVID-19 pandemic needs to be taken into account when considering the results for 2020 to 2022.

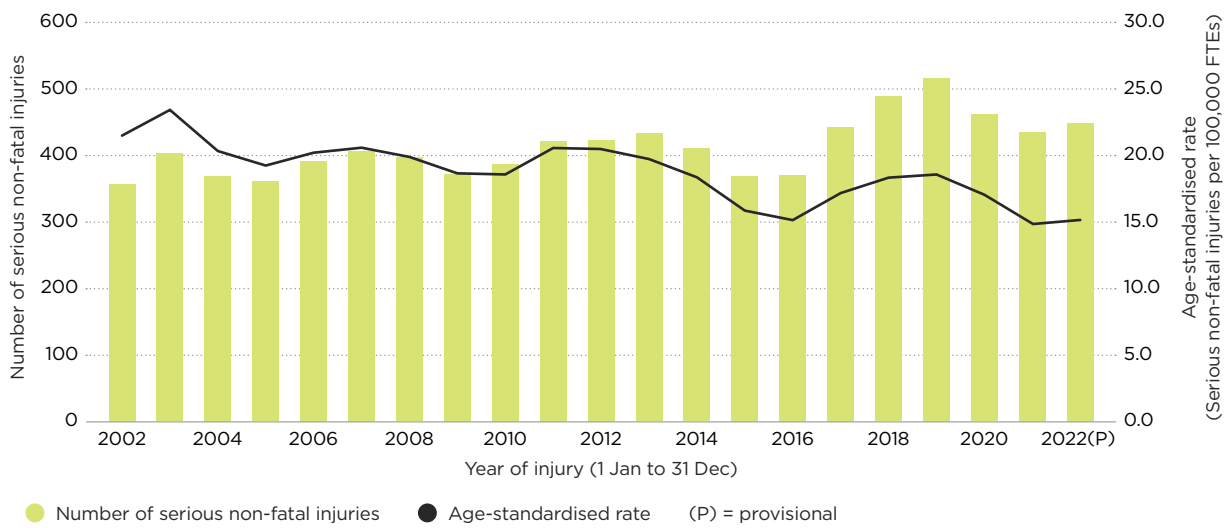


FIGURE 4: Serious non-fatal injuries 2002-2022

Figure 5 shows the breakdown of serious non-fatal injuries by industry. Agriculture, forestry and fishing; construction; and manufacturing together account for over half of all serious non-fatal injuries.

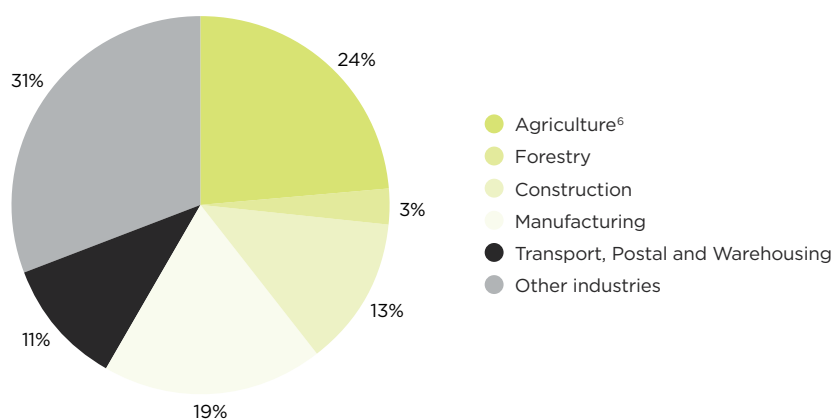


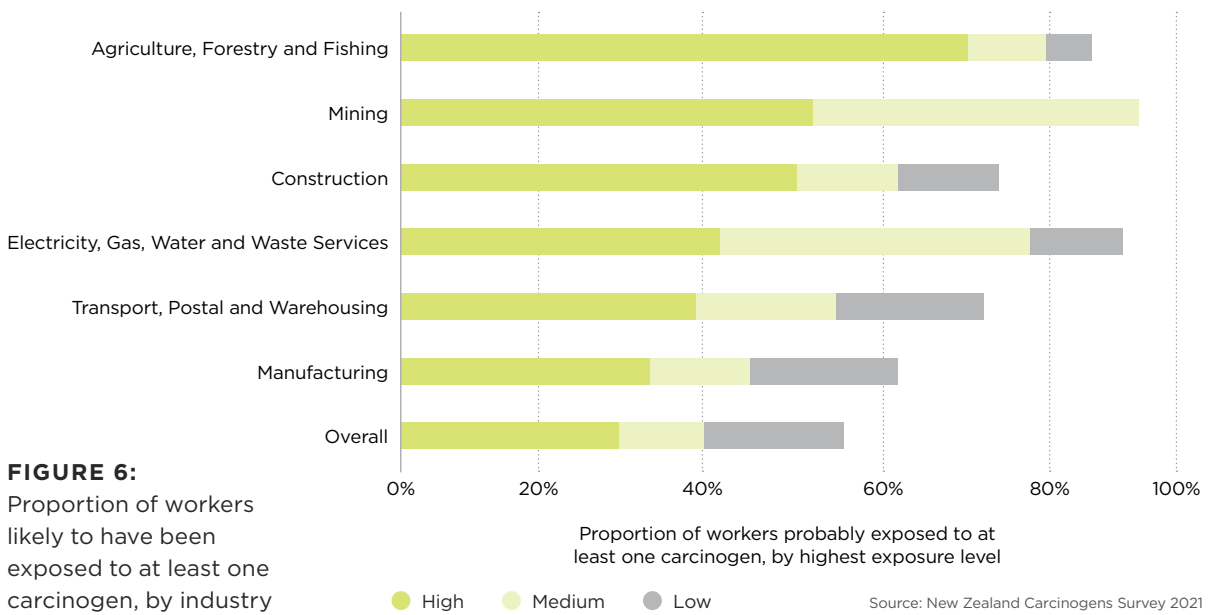
FIGURE 5: Serious non-fatal injuries by industry (2012-2021)

⁶ 'Agriculture' includes sub-industries 'Agriculture', 'Fishing, Hunting and Trapping', and 'Agriculture, Forestry and Fishing Support Services'. It excludes 'Forestry and Logging'.

Chronic harm

Each year, an estimated 750 to 900 people in Aotearoa die as a result of work-related ill health that develops over a period of time (chronic harm). Of these, cancer and respiratory disease cause the largest proportion of deaths, as a result of exposure to harmful substances such as asbestos, silica dust, welding fumes and toxic metals, engine exhaust fumes and wood dust.

WorkSafe has conducted surveys that estimate workers' exposure to specific risks that lead to harm over time. Most workers with high rates of harmful exposures work in construction, manufacturing and agriculture, while workers in smaller industries such as mining and electricity, gas, water and waste are also more likely to be exposed to medium to high risk (see Figure 6).



Catastrophic harm

Catastrophic harm is when multiple people suffer serious harm, usually as the result of a single event. Such events may also result in significant economic or environmental harm.

Some work activities risk causing catastrophic harm if they are not carried out with appropriate safeguards. Government has introduced more stringent regulations for these high-risk work activities.

Regulations can include specific processes to reduce the risks that could lead to events such as explosion, fire, collapse, and chemical spills. Some of these are focused at industry level such as mining, petroleum exploration, or businesses with very large quantities of hazardous substances such as chemical plants (known as major hazard facilities). Others relate to specific activities, such as managing the risk of explosive atmospheres.

At a glance

ACUTE

56%

The rate of fatal injuries has reduced by more than 56% over the last 20 years, but improvement has slowed over the past decade.



A vehicle is the primary cause of injury in at least 50% of acute fatalities.

55%

Approximately 55% of work-related fatalities and serious non-fatal injuries occur in four industries: agriculture, forestry, construction, and manufacturing.

30%

The rate of serious non-fatal injuries for Māori workers is estimated to be 30% higher on average than non-Māori workers.



The fatality rate in forestry and logging is nearly 20 times higher than the average for all industries.

40

YEARS

The age profile of the forestry workforce is similar to that of the overall workforce. Yet the average age of a fatal accident victim in forestry is 40 years, nearly 10 years younger than the average age for all fatalities.

CHRONIC

57%

More than half the New Zealand workforce (57%) is probably exposed to at least one carcinogen (a cancer-causing substance or agent), and 28% are probably exposed at a high level.



Workers in construction and vehicle-related work may be exposed to more than six carcinogens.

Our data suggests appropriate controls are not consistently used:

49%

of those likely to have high exposure to silica dust do not use either water suppression or local exhaust ventilation to control dust.

77%

of those welding metals containing chromium do not use an air-supplied helmet.



Māori have higher underlying rates of cancer and lung disease and may face higher risks from the same exposures.



Pasifika workers are around twice as likely to report constantly working in loud noise.

CATASTROPHIC

2%

Catastrophic events account for less than 2% of the average burden of harm in New Zealand. But without effective regulation, there is a large 'latent' potential for harm.



115

There are 115 major hazard facilities.

WorkSafe's actions to address harm

TO ADDRESS THE RISK OF ACUTE HARM, WORKSAFE:

- provides advice, guidance and education to businesses and workers in higher risk industries (for example, agriculture, construction, forestry and manufacturing)
- inspects facilities to ensure risks are being adequately managed
- takes enforcement action as needed.

TO ADDRESS THE RISK OF CHRONIC HARM, WORKSAFE:

- provides advice, guidance and education to businesses and workers at risk of chronic harm (including in the construction and engineered stone industries)
- conducts workplace assessments to ensure risks are being adequately managed.

TO ADDRESS THE RISK OF CATASTROPHIC HARM, WORKSAFE:

- inspects a portion of major hazard facilities each year and takes action where needed
 - monitors mines, quarries and other dangerous sites
 - authorises high-risk activities when certain health and safety criteria are met.
-





Ngā kātū mahi Operations

Engage

The vast majority of New Zealand businesses and workers take their responsibilities for health and safety at work very seriously and want to do the right thing. Most don't need assistance to do this, but some do, and we carry out a variety of engagement activities to help them understand and meet their responsibilities.

Engagement activities include:



Education and training

We promote work health and safety being integrated into accessible education and industry-based training for those at highest risk of harm.



Publishing information and resources

We develop and share data, insights, guidance and resources designed to empower businesses and workers to improve health and safety practice.



Workplace assessments

We undertake planned inspections of workplaces or work activity to assess health and safety practice. These visits often focus on engagement and can also result in enforcement activities.



Marketing and communications

We use a range of channels and tactics to reach businesses and workers, to influence action to improve health and safety practice in high harm areas.



Advisory services

We contribute our subject matter expertise and foster collaborative action to improve health and safety practice in high harm areas.

WorkSafe engages with businesses and workers to help them meet their health and safety obligations, targeting efforts to reinforce sector-led priorities.

Over the next four years, WorkSafe will focus on:

- carrying out workplace assessments in high-risk industries (agriculture, forestry, construction and manufacturing), targeting:
 - worker engagement, participation and representation
 - management of overlapping duties on forestry sites with increased risk, residential construction projects and large complex construction sites
 - tree felling practice
 - farms with the highest risks of harm from vehicles and mobile plant, and highest risk of exposure hazardous substances
 - machine safety
 - management of high-risk health exposures, such as silica, welding fumes and asbestos
- providing WorkSafe data and insights to sector leads (such as Safer Farms) in priority industries: agriculture, construction, forestry and manufacturing, so they can influence change through their channels
- delivering Kaupapa Māori approaches (including Te Kawa a Tane) to drive locally led, sustainable shifts in health and safety practice
- undertaking analysis to increase understanding of at-risk workforces such as migrant workers and workers on labour hire
- delivering the Puataunoto - Come home safely programme into businesses with a high Pasifika workforce
- working with MBIE on a joint agency response to accelerated silicosis.

Enforce

Where businesses and workers don't carry out their responsibilities as they should, some form of action will likely need to be taken to enforce compliance with the law. The type of action taken is intended to obtain compliance (specific deterrence), and/or to discourage others from finding themselves in the same position (general deterrence). There are a variety of enforcement tools available to us to hold people to account and achieve the maximum influence.

Enforcement tools include:



Improvement Notice

A written notice issued by a WorkSafe inspector directing that a work health and safety risk be addressed.



Prohibition Notice

A Prohibition Notice may be issued requiring activity to cease immediately if a WorkSafe inspector determines that a serious health or safety risk is occurring or could occur.



Infringement Notice

An 'on the spot fine' may be issued for certain types of straightforward breaches.



Prosecution

We file charges for breaches of the law which may result in the Court imposing financial penalties or other sanctions.



Enforceable undertaking

Voluntary agreements between WorkSafe and a duty holder. They are legally binding and are generally used as an alternative to prosecution.

WorkSafe takes enforcement action when needed to ensure workplaces are upholding their responsibilities.

WorkSafe has a range of enforcement options available where businesses don't meet their duties, and uses them proportionately depending on the nature of the risk or harm. In some cases, WorkSafe may issue a prohibition notice or an infringement notice. There will also be instances that warrant prosecution, because of the severity of the harm.

Over the next four years, WorkSafe will focus on:

- clarifying its expectations and enforcement approach for the priority sectors and communicating WorkSafe's expectations to sector lead organisations and large construction companies
- responding to notifications related to high-risk industries such as:
 - machinery harm and exposure to substances hazardous to health such as silica, welding fumes and asbestos (manufacturing)
 - farms most at risk from exposure to substances hazardous to health, such as airborne contaminants, dust, fumes and toxic substances (agriculture)
 - farms at highest risk from vehicles and moving plant (agriculture)
 - large complex construction sites and higher risk residential construction sites, for example, with multiple parties with overlapping health and safety duties (construction)
 - higher risk complex construction sites with vulnerable workers including migrant workers and workers on labour hire (construction)
 - forestry sites with increased risks associated with poor work organisation and practice (forestry)
 - tree felling (forestry)
- taking enforcement action where poor practice is found.

Permit

Businesses are generally free to carry out their work without needing permission. Health and safety rules set out how businesses should work together with their workers to determine what their workplace risks are and how to best manage them. This approach applies to most work that occurs within New Zealand.

But for some work activities and equipment, the government has decided a different approach is needed. These generally involve areas where significant or catastrophic harm could occur if the work is not managed well, such as major explosions or chemical spills. In these areas, the law creates a different role for us.

Permitting activities include:



Detailed technical requirements

We develop or set requirements that detail how particular work is carried out (for example, approved methods for asbestos, compliance certifier performance standards, electrical codes of practice, safe work instruments, and approved codes of practice).



Authorisations

We permit businesses or individuals to perform certain high-risk work (for example, adventure activities or asbestos removal).



Exemptions

We can exempt businesses from meeting certain legal requirements if we are satisfied that safety standards are not reduced.



Monitoring

We monitor those businesses and individuals authorised to work in high-risk areas and take action where it is required.




Some work activities are particularly dangerous and must be authorised before they can be undertaken, to ensure that they are carried out safely. Generally, this applies to areas where significant harm could occur – such as chemical spills or explosions – if the work is not carried out safely.

Over the next four years, WorkSafe will:

- develop and implement a clear compliance and monitoring framework
- establish robust, digitised and consistent decision-making processes
- establish clear expectations for regulated parties.

How WorkSafe’s statutory functions link to its activities

The table below shows how WorkSafe’s statutory functions (as stated in section 10 of the WorkSafe Act 2013) link to WorkSafe’s activity areas:

WORKSAFE ACTIVITIES	STATUTORY FUNCTIONS AS PER SECTION 10 WORKSAFE NEW ZEALAND ACT
 ENGAGE	<ul style="list-style-type: none"> - Advise on the operation of the work health and safety system - Make recommendations for changes to improve the effectiveness of the work health and safety system - Make recommendations about the level of any funding that WorkSafe requires to carry out its functions effectively - Provide guidance, advice and information on work health and safety - Promote and support research, education and training in work health and safety - Collect, analyse, and publish statistics relating to work health and safety - Promote and coordinate the sharing of information that contributes to work health and safety - Foster a cooperative and consultative relationship within the work health and safety system - Foster a cooperative and consultative relationship with the Environmental Protection Authority - Promote health and safety initiatives through partnership and collaboration
 ENFORCE	<ul style="list-style-type: none"> - Monitor and enforce compliance with relevant health and safety legislation - Publish information about its approach to enforcing compliance and performance standards for completing investigations
 PERMIT	<ul style="list-style-type: none"> - Develop codes of practice - Develop safe work instruments

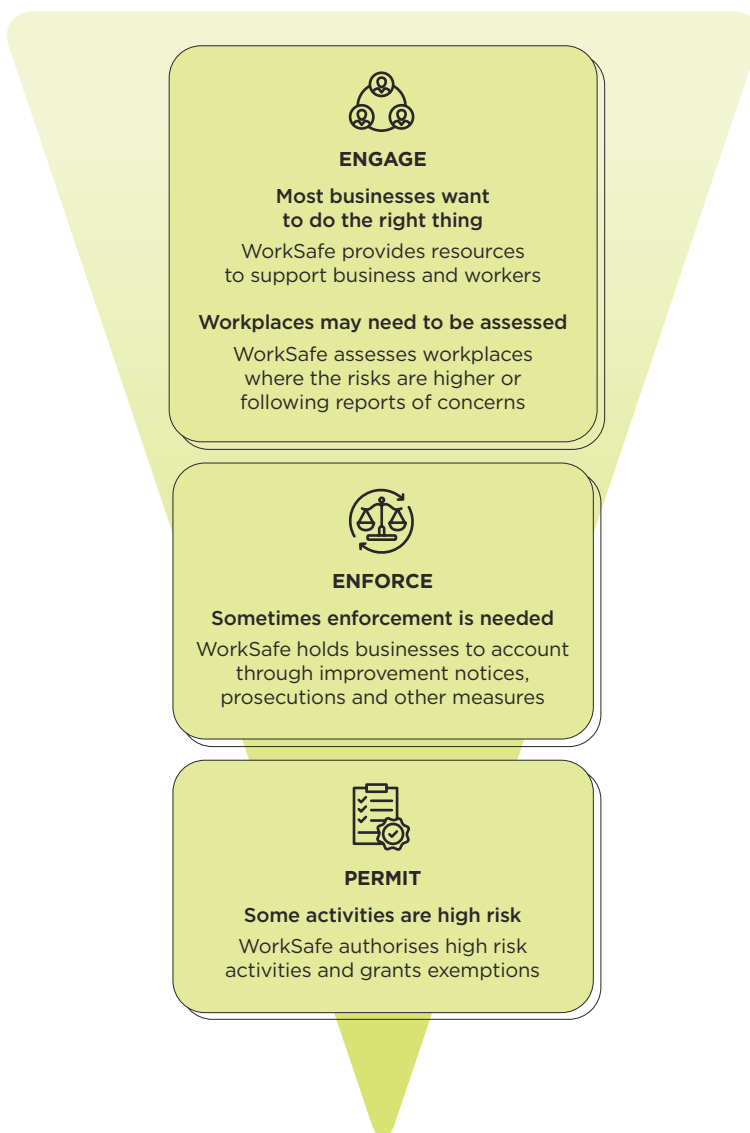
In addition, WorkSafe must:

- perform or exercise other powers conferred by other Acts
- perform any additional functions directed by the Minister under the Crown Entities Act 2004.



Te ara whakatutuki

Approach to meeting strategic intentions



Through exercising its regulatory functions under HSWA and working with others, WorkSafe will continue to influence efforts to prevent work-related harm and promote worker safety.

WorkSafe's approach focuses on:

- engaging with workers, employers and sector leaders through resources, guidance, in-person advice and workplace assessments
- enforcing compliance where businesses fail to meet their obligations
- permitting high-risk activities where standards are met, and monitoring compliance.

WorkSafe will maximise its reach through partnerships with iwi, unions, business organisations, education providers and other regulatory bodies. The main focus will be on areas where there is the greatest risk of harm.

To keep New Zealanders safe at work, WorkSafe draws on a range of regulatory options, including targeted interventions and issuing improvement notices, for example where breaches of the Act may lead to serious harm. WorkSafe uses data and intelligence to decide where to focus its efforts. Prosecution may be warranted where serious harm has occurred or the risk of harm is severe.

WorkSafe uses its enforcement options in a fair and proportionate way to limit the impact of harm and deter future breaches of HSWA.

Approach to carrying out functions

WorkSafe has adopted an ongoing cycle of understanding work-related harm; designing interventions aimed at reducing harm; delivering services that support businesses and workers to carry out their duties in the health and safety system; and measuring the impact of those services. These functions are supported by corporate services.

Understand risk and harm

To understand harm, WorkSafe collects evidence and data from a variety of sources (for example, sector data and intelligence from WorkSafe staff) about where the greatest harm occurs. This includes researching harm, understanding harm trends, identifying the drivers of harm and assessing harm.

This work ensures WorkSafe can justify where it focuses its effort, using evidence and data to develop and prioritise organisational initiatives.

Design interventions

To design interventions, WorkSafe assesses the performance of its interventions and adapts accordingly. Planning for delivery includes identifying the needs of service users, designing service user experiences and establishing service levels for customers.

WorkSafe checks its ability to deliver and makes trade-offs where needed. Communication is maintained with stakeholders.

Deliver services

WorkSafe **engages** with stakeholders through:

- developing and delivering education and training content
- developing and delivering marketing and communications campaigns to drive work-related health and safety, and energy safety
- developing and disseminating information and resources to support work-related health and safety, and energy safety
- developing and delivering regulatory policy advice
- planning and delivering workplace assessments.

WorkSafe **enforces** health and safety through:

- identifying and delivering immediate enforcement actions and monitoring progress
- planning and conducting investigations
- preparing and delivering prosecutions
- assessing, agreeing and monitoring enforceable undertakings (alternatives to prosecution).

WorkSafe **permits** high-risk activities through:

- issuing, renewing, monitoring, varying and cancelling authorisations
- assessing, cancelling and monitoring exemptions.





Measure impact

WorkSafe designs system-level and intervention-level evaluations for its services.

WorkSafe measures its impact by reviewing its approach to evaluation; planning and designing system-level and intervention-level evaluations; setting priorities; analysing findings; and using the information gathered to influence its activities. This enables WorkSafe to identify its return on investment for different activities and interventions, and refocus effort where needed.

Enabling functions

WorkSafe's enabling functions (including information technology, financial management, human resources, legal services, risk management and performance reporting) support it to operate efficiently and effectively in its delivery of the four core functions.

Assessing strategic performance

WorkSafe will measure its contribution towards health and safety outcomes in the system through:

- the national system-level outcomes it contributes to (to be developed by MBIE)
- measuring the impacts of its activities
- reporting on carbon goals
- measuring organisational health.

WorkSafe's performance framework is set out on page 30.

System level outcome measures

Together with others in the health and safety system, over time, WorkSafe contributes to reducing the risk of harm. MBIE is leading the development of system-level measures and WorkSafe will contribute to reporting on progress.

MEASURE	TARGET	SOURCE	COMMENTARY
① Fatal work-related acute injuries per 100,000 FTEs, age-standardised (see Figure 2 on p12)	<2.0 by 2027/28	NZ Serious Injury Outcome Indicators (Stats NZ)	WorkSafe is one contributor in the system Note: Figures for Māori fatality rates and Pasifika fatality rates are not available
② Serious non-fatal work-related injuries per 100,000 FTEs age-standardised (see Figure 4 on p13)	<14.0 by 2027/28	NZ Serious Injury Outcome Indicators (Stats NZ)	WorkSafe is one contributor in the system
③ Serious non-fatal work-related injuries per 100,000 FTEs age-standardised (Māori)	<14.0 by 2027/28	NZ Serious Injury Outcome Indicators (Stats NZ)	WorkSafe is one contributor in the system
④ Serious non-fatal work-related injuries per 100,000 FTEs age-standardised (Pasifika)	<14.0 by 2027/28	NZ Serious Injury Outcome Indicators (Stats NZ)	WorkSafe is one contributor in the system
⑤ The proportion of high hazard notifiable events that are high potential incidents	<9.6% by 2027/28	WorkSafe data	Tracks how well employers identify and manage hazards that may result in serious harm or fatalities to workers or the public

WorkSafe's impacts

WorkSafe's success will be reflected in a long-term change in employer and worker behaviour and culture. WorkSafe's focus is on these trends.

WorkSafe undertakes surveys and collects information to determine the effectiveness of its services. WorkSafe will report on the results in its annual reports.

Impacts Effectiveness Monitor

WorkSafe's Impacts Effectiveness Monitor (IEM) survey determines whether WorkSafe's interactions with businesses result in changes to how employers and workers behave, think and feel about work-related harm. The results help WorkSafe to understand its impacts and effectiveness in the health and safety system and support WorkSafe's continuous improvement as an organisation.

The survey includes an assessment of:

- the proportion of respondents who report that their business identified health and safety improvements as a result of its contact with WorkSafe
- the proportion of respondents who reported that their business was already making the identified improvements as a result of contact with WorkSafe
- the usefulness of WorkSafe's guidance and information materials in the previous 12 months
- the proportion of respondents who say they know more about what they need to do about health and safety in the workplace as a result of contact with WorkSafe.

Impact measures

MEASURE	TARGET	SOURCE	
ENGAGE			
6	The percentage of people (workers and employers) who made at least one change to improve workplace safety and/or reduce risks to workers' health, after interaction with WorkSafe	≥85%	IEM
7	The percentage of employers who know more about what they need to do about health and safety in the workplace after interaction with WorkSafe	≥60%	IEM
ENFORCE			
8	The percentage of businesses in priority areas or sectors that improve workplace safety following improvement notices	≥95%	WorkSafe data
9	The percentage of businesses that improve workplace safety following improvement notices	≥95%	WorkSafe data
PERMIT			
10	Develop and implement a framework to assess the proportion of businesses that carry out regulated work activity in accordance with their authorisation	By 30 June 2024/25	WorkSafe data

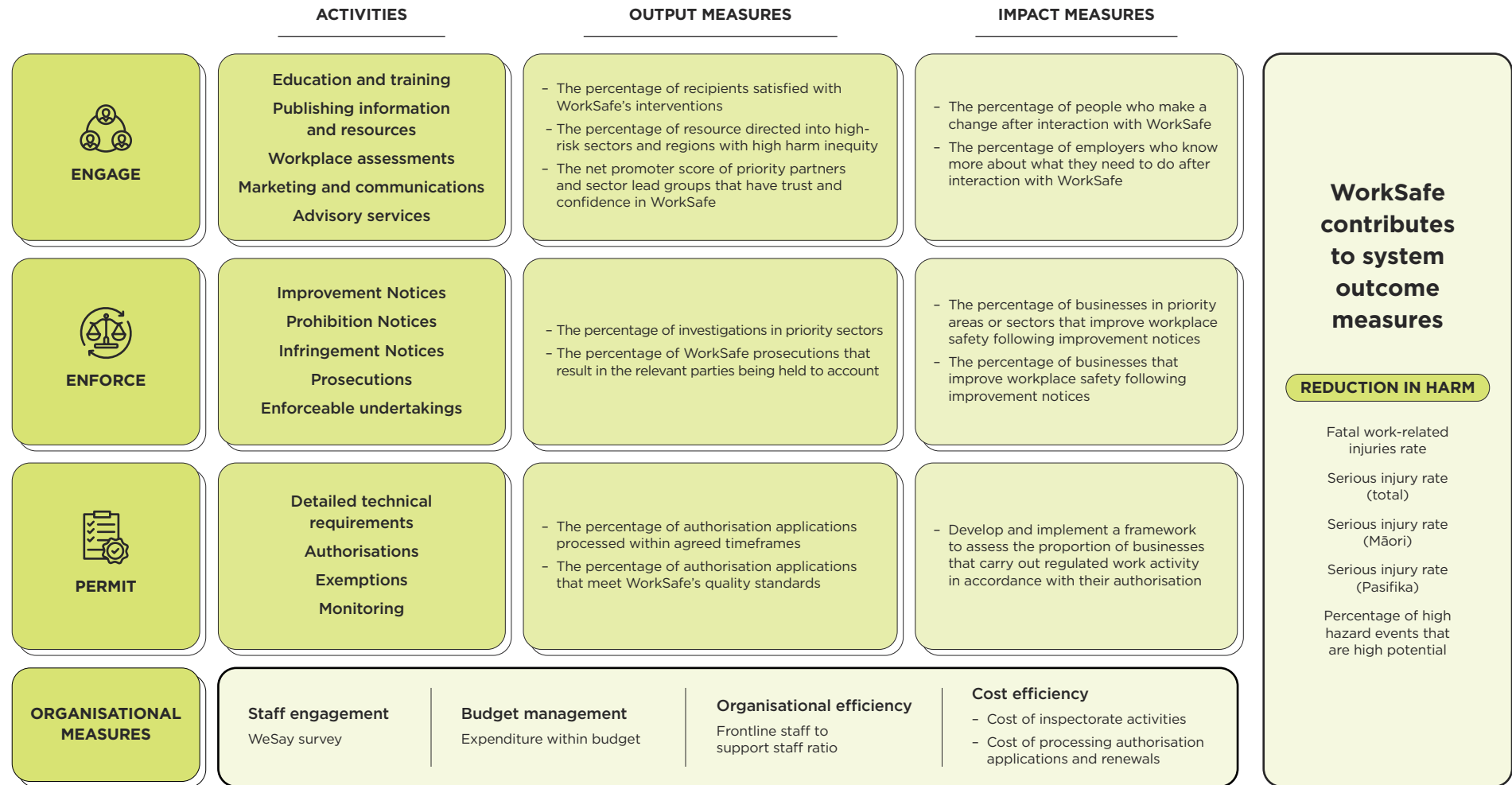
WorkSafe will also publish case studies in each annual report setting out key interventions designed and delivered during the year, including collaboratively designed interventions, and the results of any evaluations.

WorkSafe's annual Statement of Performance Expectations will set out how it will measure its outputs each year. This will include measures of cost efficiency. Where possible, output measures will be reported in WorkSafe's quarterly reports to the Minister.

WorkSafe's performance framework overleaf sets out how it will measure its outputs, the impacts of those outputs and the system-level outcomes it contributes to.

Te pou tātai tūmahi

Performance framework





Piki te ora, piki te kaha

Organisational health and capability

WorkSafe's evolving operating environment and context will create new opportunities and challenges for how WorkSafe operates and delivers core regulatory activities. The commitment and capability of WorkSafe's people will contribute to healthy and safe work for all kaimahi in Aotearoa.

WorkSafe respects past culture and capability as it looks to the future. The new strategy will ensure a focus on WorkSafe's core responsibilities as a regulator. WorkSafe is building the culture, capability and capacity needed to achieve outcomes and deliver for Aotearoa. The organisation continues to focus on developing a diverse and highly skilled workforce in a supportive and inclusive workplace.

WorkSafe will ensure it has the right people in the right place at the right time to translate strategy into action and support the Government's priorities. The organisation is mindful that people are at the heart of its strategy and the organisation must navigate the changes alongside them.

WorkSafe will continue to build systems, leadership and management capability to improve its performance. This will help WorkSafe to deliver on its functions under HSWA and the associated regulations that directly impact on WorkSafe's role and work.

The way WorkSafe operates, and our activity will be informed and shaped by:

- choosing the most effective interventions
- making choices based on where the greatest risk of harm lies
- measuring what the organisation does
- being set up for success.

Capability – WorkSafe's people have the technical skills and leadership capabilities required to deliver on the new organisational strategy.

Culture – WorkSafe's culture is performance focused, driven to achieve outcomes and provides an environment where people can be successful.

Capacity – WorkSafe has the right people, with the right skills in the right place to deliver its strategy.



What success will look like

- WorkSafe is a great place to work. The organisation sets a benchmark for healthy and safe working environments that are inclusive and diverse and where organisational values are lived in everyday mahi.
- Leadership is modelled throughout WorkSafe and harnesses engagement and effective delivery of the strategy.
- WorkSafe's strategy and plans are delivered in ways that are clear and direct. Leaders adapt and lead their teams successfully through a changing environment.
- WorkSafe lives within its means. The organisation operates in a way where staff act and behave accordingly.
- WorkSafe understands its place in the health and safety system and influences the system by enacting its responsibility to enforce, engage and permit.
- WorkSafe kaimahi understand how their work contributes to the priorities of the organisation. Teams are clear on the way forward and know what they need to deliver, and how.

WorkSafe will report on its organisational efficiency and effectiveness annually through:

- the ratio of front-line staff relative to support staff (improvement on 2023/24)
- staff engagement scores (improvement from 2023/24)
- budget management (spend is within $\pm 2\%$ of budget).



Appendix 1: WorkSafe’s functions⁷

WorkSafe New Zealand’s functions are to:

- a. advise on the operation of the work health and safety system, including coordination across the different components of the system
- b. make recommendations for changes to improve the effectiveness of the work health and safety system, including legislative changes
- c. monitor and enforce compliance with relevant health and safety legislation
- ca. publish information about:
 - i. its approach to enforcing compliance with relevant health and safety legislation (including where a provision of relevant health and safety legislation overlaps with a provision in another enactment); and
 - ii. its performance standards for completing investigations in relation to enforcing compliance with relevant health and safety legislation
- d. make recommendations about the level of any funding (including fees or levies) that WorkSafe New Zealand requires to effectively carry out its function:
- e. develop codes of practice
- ea. develop safe work instruments
- f. provide guidance, advice, and information on work health and safety to:
 - i. persons who have duties under the relevant health and safety legislation; and
 - ii. the public
- g. promote and support research, education, and training in work health and safety
- h. collect, analyse, and publish statistics and other information relating to work health and safety
- i. engage in, promote, and coordinate the sharing of information with other agencies and interested persons that contribute to work health and safety
- j. foster a cooperative and consultative relationship between persons who have duties under the relevant health and safety legislation and the persons to whom they owe duties and their representatives in relation to work health and safety
- ja. foster a cooperative and consultative relationship with the EPA when carrying out its functions, duties, and powers in respect of hazardous substances
- k. promote and coordinate the implementation of work health and safety initiatives by establishing partnerships or collaborating with other agencies or interested persons in a coherent, efficient, and effective way
- l. perform or exercise any other functions or powers conferred on WorkSafe New Zealand by or under any other enactment
- m. perform any additional function that the Minister directs under section 112 of the Crown Entities Act 2004.

⁷ WorkSafe New Zealand Act, section 10.

Disclaimer

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

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