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Developing the health, safety and wellbeing ecosystem in Aotearoa New Zealand

Project FutureSafe Aotearoa Phase One Report — Version 1.1

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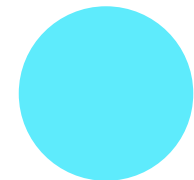
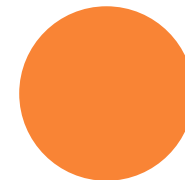
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Purpose and Origin of Project FutureSafe Aotearoa

FutureSafe is a discovery project sponsored by WorkSafe and led by Business NZ in conjunction with the NZCTU and ACC. The project has brought together a cross-sector group from a variety of professional disciplines who share the common goal of improving Health, Safety, and Wellbeing (HSW) outcomes in the workplace and across the ecosystem.

Participants include government representatives, industry organisations, industry associations, trade unions, academic and technical professionals and industry leaders. Given the critical role of Māori stakeholders in the New Zealand HSW ecosystem, they have been invited to participate in the project from the outset, and establishing more formal structures for ongoing involvement will be important.

**FutureSafe was established to activate
New Zealand's health, safety and wellbeing
ecosystem and build on previous efforts to
improve performance.**

Although there is a HSW ecosystem today, it is developing in maturity, and establishing consensus on where the effort and investment needs to be to improve occupational HSW outcomes. FutureSafe provides a roadmap to establish the groundwork for an ecosystem approach to HSW for a prioritised set of effective and transformative HSW interventions. Wellbeing has been incorporated alongside acute and chronic injury, reflecting the importance of mental health for worker wellbeing.

The FutureSafe workshops held in 2022 analysed a substantial amount of historical data and information. This project does not aim to replace the work to date but instead concentrates on understanding and outlining the necessary actions to bridge the gap between our current state and our desired goals.

FutureSafe is at the start of its journey and will continue to build on the foundations set out in this project to transform the HSW ecosystem in New Zealand.

FutureSafe has been informed by policy and improvement activities, in particular the following:

- The Royal Commission on the Pike River Coal Mine Tragedy and Independent Taskforce on Workplace Health and Safety 2013 which initiated significant reform.
- The Working Safer Blueprint describing the Government's response.
- The WorkSafe New Zealand Act 2013 established WorkSafe as the regulatory agency leading the health and safety (H&S) system.
- The Health and Safety at Work Act 2015 which set out the principles, duties and rights in relation to workplace H&S.
- Ministry of Business Innovation and Employment's 'New Zealand Health and Safety at Work Strategy 2018-2028' which set out a vision that 'work is healthy and safe for everyone in New Zealand'.

Key New Zealand HSW Events

The HSW ecosystem reflects a long history of development, sadly often in response to specific industrial accidents.

1972 Accident Compensation Act
Established 'No Fault' and socialised approach to workplace injuries

2003 National Occupational Health and Safety advisory Committee (NOHSAC) established
Evidence-based advice to prevent occupational injury and disease — disestablished June 2009

2014 HASANZ is established
To advocate for HSW advisor disciplines, improve professional standards and address workforce capability and capacity

2013 WorkSafe is established

2015 Health and Safety at Work Act
Response to Pike River driving a risk-based approach and clearer accountabilities

1992 Health and Safety in Employment Act
Centred 'hazard management' in employer duties

2010 Pike River Mine Accident
Highlighted concerns with accountability for H&S

2019 Whakaari White Island eruption
Ongoing, likely to be significant contributor to case law

The level of harm across the New Zealand health, safety and wellbeing ecosystem is an enduring challenge. Despite a significant increase in investment and ecosystem improvements, harm to Kiwi workers has plateaued or increased.

Kiwi workers continue to experience significant workplace harm with more than a death a week as a result of injuries alone, and an estimated 750- 900 deaths and 5,000 - 6,000 hospitalisations each year from work-related chronic ill health. This is significantly more than for traditional “acute harm” safety issues. Despite an estimated 88% of occupational harm being due to health issues, most of the focus on workplace HSW is on acute harm that accounts for only 11% of the estimated 50,000 DALYs lost annually.

Tragedies like the Pike River Mine disaster in 2010 and Whakaari White Island eruption in 2019 serve as catalysts for reform, but there is ongoing harm occurring in workplaces across New Zealand every day.

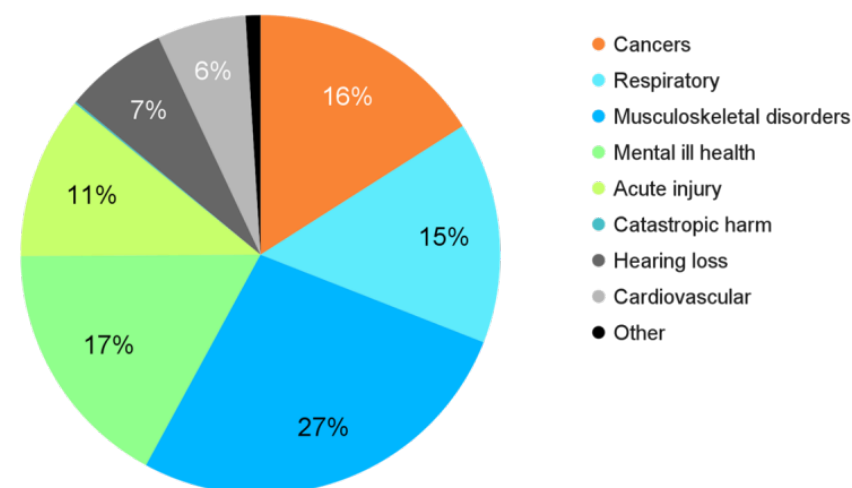
In July 2022 the International Labour Organisation (ILO) deemed a safe and healthy work environment as a fundamental principle and right at work.

The ILO included a safe and healthy working environment in its framework of fundamental principles and rights at work in July 2022. As a member, New Zealand is obliged to action requirements.

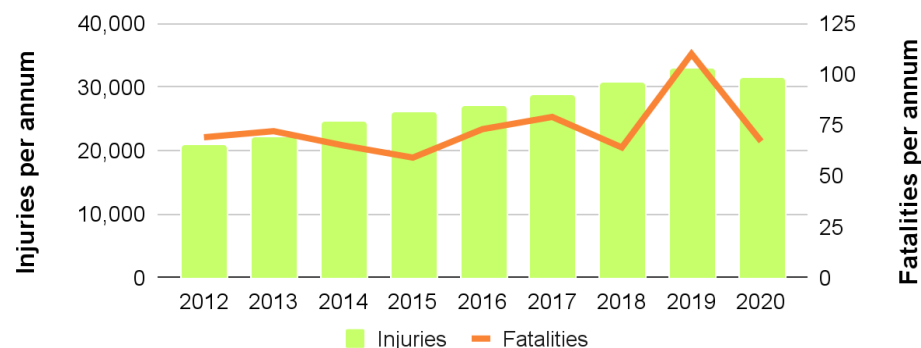
Injuries are increasing and an estimated 50,000 disability-adjusted life years (DALYs) are lost each year.

An estimated 50,000 DALYs are lost annually due to occupational HSW issues, the chart below shows how this harm is distributed. Health and mental harm reflects exposure to different risks e.g., diesel fumes, harmful chemicals, fatigue or bullying. The effects of cumulative exposure can cause disease later, which may not be directly attributable to workplace exposures.

Distribution of occupational harm across categories



Annual work-related injuries and fatalities



Despite a significant shift in the HSW ecosystem since Pike River (2010), the number of injuries has increased by 5% per year since 2012. There are an average of ~70 fatalities per year which show no general trend, but ‘peak’ with major events (e.g. Whakaari White Island).

To achieve the aspirations of the New Zealand Health and Safety Strategy and of the many organisations and participants across the wider HSW ecosystem, New Zealand needs an approach and plan for implementation that is:

- Aligned, coordinated and collaborative where the players of the system are working together towards the same priorities for change
- Focused on action and implementation
- Takes an ecosystem view, recognising that change is required at all levels of the system to realise the benefits we are seeking.

Māori continue to be overrepresented in harm statistics, while data on harm among other minority ethnic groups is limited.

Existing data shows that inequity issues still exist, particularly for Māori. WorkSafe’s Statement of Intent 2021/22 to 2024/25 reports higher rates of self-reported work-related health problems for Māori. WorkSafe’s 2018 Worker Exposure Survey shows Māori have higher workplace risk exposure to physical, organisational and dust/chemical factors. Evidence from WorkSafe shows that Māori have serious accident and non-fatal injury rates of 13.5 and 21.5 per 1,000, compared to those for non-Māori of 9.6 and 17.8 per 1,000 respectively.

Sectors with the highest number of excess injuries for Māori (2018) are manufacturing, construction and transport, postal and warehousing. While there is some data from ACC to suggest higher risk of work-related harm for other minority groups, it is widely accepted that data limitations exist in this area.

Economic Cost

The economic cost of health, safety and wellbeing issues in New Zealand is significant, but there is limited consensus on the exact quantum of these costs.

There is large variation in estimating the costs of HSW issues:

- ILO estimates from 2012 place the economic burden of harm at around 4% of GDP, equivalent to \$14 billion today.
- Estimates endorsed by MBIE and ACC indicate the economic cost of workplace harm to be around \$3.5 billion in 2010, or ~2% of GDP (see table opposite).
- 2005 National Occupation Health and Safety Advisory Committee (NOHSAC) estimates place the economic cost at \$4.9 billion. This increases by \$15 billion to \$20.9 billion when social costs are included.

Estimates vary significantly based on how they count cost, when they occurred and how they value harm. It isn't appropriate to simply adjust these estimates for inflation because that assumes the underlying level of harm is unchanged, which isn't necessarily the case given the amount of change across the sector.

Depending on the composition of industries, the economic cost of HSW as a percentage of GDP can increase above the 4% ILO estimate. For example, hazardous industries in developing countries can push this estimate up to nearly 10% of GDP.

Further, evidence from both NOHSC (2004) and ASCC (2009) indicates that while employers bear 100% of the cost of injury and disease prevention programmes, they incur only 4% of the total economic cost of a serious incident, while injured workers incur up to 49% and other institutions bear the remaining 47%. This indicates that the cost of serious incidents is largely externalised from the employer to workers and the wider community.

Total estimated economic costs of work-related injury and disease:

Breakdown of Cost of Work-Related Injury and Disease	\$ Billion
Base-case estimates for cases compensated by ACC	1b
Additional Costs for uncompensated Workplace injury	0.1b
Additional costs for uncompensated Workplace disease	2.4b
Total estimated costs	3.5b

Source: Ministry of Business, Innovation and Employment (2018)

*The most recent estimate available

Two key types of costs to consider:

Economic cost: 25%

Economic costs refers to the direct costs incurred as a result of harm in the workplace, including medical and healthcare, production disturbance, human capital, administration, and transfers. These costs are usually well defined and based on market price.

Social cost: 75%

Social costs refer to other indirect costs associated with workplace harm including loss of productivity, informal caregiving and loss of quality of life. They are often based on high-level estimates which are quantified in monetary terms and therefore vary significantly depending on the approach and 'price' of harm.

Ecosystem Approach

An ecosystem involves different organisations working together in an aligned, collaborative and coordinated way. This project aspires to improve the health, safety and wellbeing ecosystem by pulling appropriate levers for change.

An ecosystem approach refers to an interconnected and coordinated system, aligned behind a set of common objectives to improve occupational HSW for workers. The entities working in the system know what they are doing, for whom and why, and there are structures in place to leverage each other's strengths.

FutureSafe aims to develop the ecosystem in New Zealand.

Although an ecosystem currently exists, it is not widely seen or understood by those involved, nor are there structures for it to operate as a connected and aligned system. The ecosystem represents a new way of working with respect to HSW, and developing it is the most transformational outcome from the project.

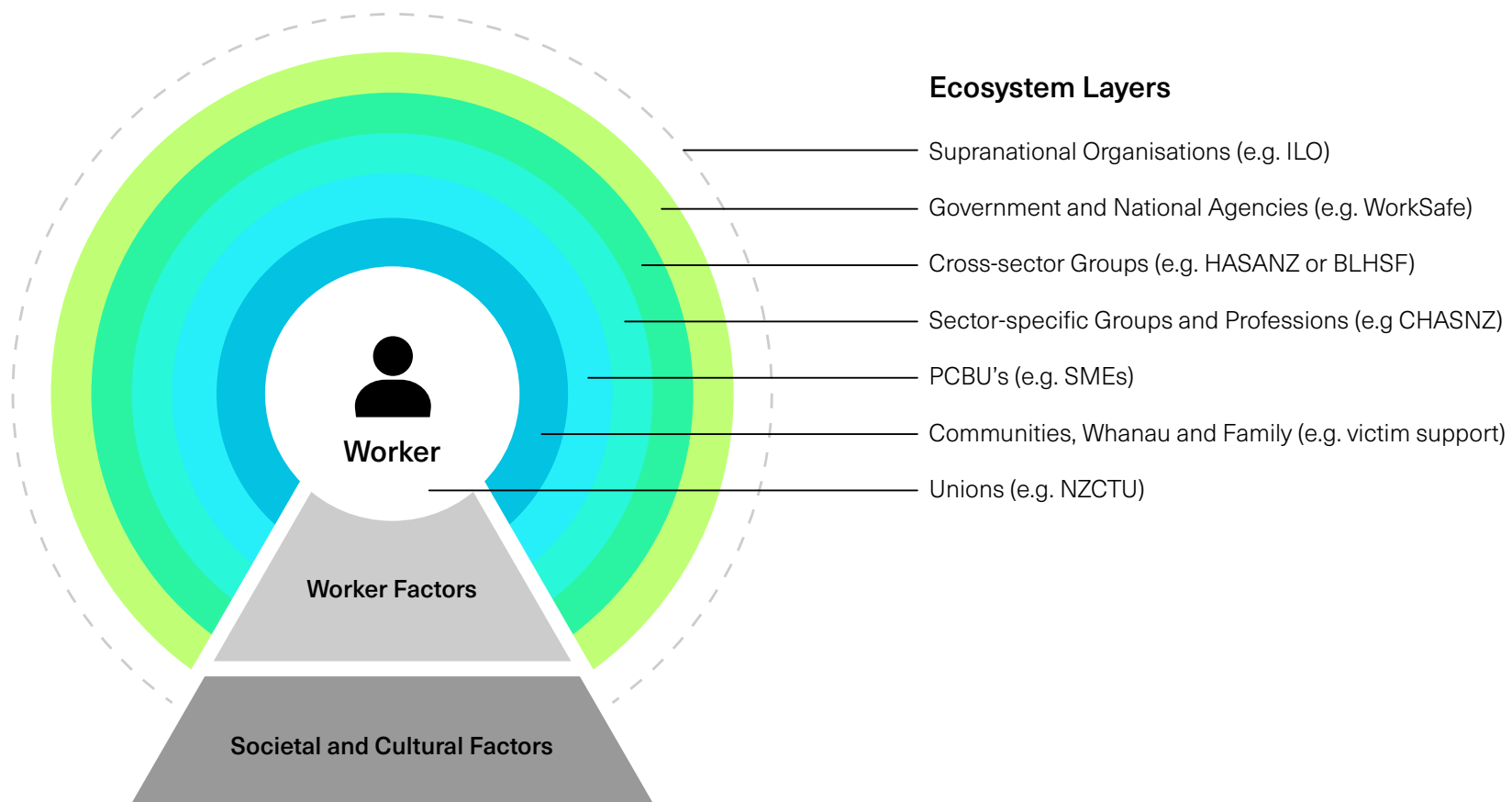
FutureSafe has been created to develop the ecosystem model in New Zealand and improve it collaboratively, using six prioritised levers. Although these six levers are of the highest priority and expected to have the biggest impact, eleven further levers are likely to be addressed in future.

Māori worker participation is important for the design and implementation of FutureSafe's programme of work.

The Māori worker population is overrepresented in workplace harm across New Zealand and this needs to be addressed and prioritised. Throughout this project, Māori stakeholders and individuals from the New Zealand Health and Safety at Work (HSW) ecosystem have been invited to participate. Establishing more formal structures with Māori representation in both the design and implementation stages will be crucial for successful change.

Bringing an ecosystem approach to New Zealand health, safety and wellbeing management and improvement.

An ecosystem approach is a new way of thinking about HSW in New Zealand to facilitate better HSW outcomes for workers. An ecosystem involves the different layers and organisations working together in aligned, collaborative and coordinated way. As with the Health and Safety at Work Strategy 2018-2028 and the Taskforce's view of the system, the worker is central to the ecosystem offering safe and healthy work for everyone, and depends on it working successfully for them and their whānau.



Ecosystem Challenges

During workshops, when considering why performance has not been sufficient, the following challenges were identified.

Structural HSW ecosystem challenges

Limited impact of interventions to address workplace harm across the HSW sector due to institutional gaps (e.g., NOHSAC), duplication, limited coordination on objectives, poor execution and misalignment (e.g., between central government and industry).

Accountability arrangements

Employers are not necessarily held sufficiently accountable for preventative HSW measures, and the legislative 'stick' does not trigger enough engagement from industry and employers (this does not assume that the solution is to wield it harder).

Worker 'agency' to shape HSW risk and outcomes

There is limited expectation, consistency and methodology to ensure that workers can actively influence HSW in (and across) their workplaces to achieve good outcomes.

Leadership capacity

Some leaders (board, executives, middle management and front line) do not prioritise HSW to proactively reduce harm and improve culture. Leaders do not fully understand the benefits of wider industry and worker collaboration to improving outcomes and performance.

There is very little fear of regulatory sanction

The majority of serious harm incidents in New Zealand are not investigated, with health issues investigated even less.

PCBU knowledge and capacity

PCBUs may lack knowledge around their duties and the risks that these duties pertain to and may lack (or fail to allocate) sufficient resources to manage safety issues. Overlapping roles of PCBUs in ensuring health and safety work on shared workplaces is little understood or actioned.

Focus on health and mental health across the sector

Health and mental health are under addressed and under measured by current 'safety focused' approaches. This may be due to lack of sectoral focus on health and mental health, or the challenges associated with managing 'health' issues.

Inequitable outcomes

Regulators and safety sector participants may not be able to address the needs of diverse communities. Particular groups experience disproportionately worse HSW outcomes. Te Tiriti o Waitangi duties apply to public sector actors, and others.

New Zealand has a poor HSW culture

High levels of occupational risk and harm may be seen as part of the cultural 'norm' and accepted as part of doing business.

A lack of descriptive regulation and / or guidance

Regulations and frameworks in New Zealand (i.e., the Robens framework) have certain benefits and deficiencies. A lack of explanatory regulation creates uncertainty and inconsistency in the approach taken toward HSW.

HSW professional knowledge and capacity

Parts of the HSW practitioner base lack knowledge and capacity to adequately support PCBU needs, including limited availability of HSW practitioners.

Concentration of harm in high-risk sectors

Some industries face disproportionate challenges with HSW leading to higher rates of injury and ill health (e.g., agriculture). This may be either due to the nature of their work, low sectoral capacity, or both.

Capacity and capability in industry leadership

Some PCBUs have limited ability to address HSW problems and capitalise on opportunities for improvement. PCBUs may address HSW problems in isolation.

Workers at higher risk of harm

Some workers are at disproportionate risk of harm due to factors such as precarious employment or the nature of their work (e.g., manual tasks).

Motivation for prevention

PCBUs may not be motivated to prevent work-related harm due to misaligned incentives and poor integration of HSW into traditional 'single bottom line' decision strategies.

Mental and physical health are not being managed correctly

The strategies being used to manage mental and physical health are not right. Often these are solved using methods such as a hierarchy of controls which is not right for health.



Desired Future Ecosystem

FutureSafe works towards creating a national identity, a shared set of values, and cohesive understanding of HSW. The adoption of an ecosystem way of thinking and the levers for change move towards this.

Key underlying principles, “how the ecosystem should be”

Evidence Based

The ecosystem focuses on preventing harm before it occurs by leveraging evidence-based principles, while also addressing harm that has already occurred.

Equitable

HSW outcomes are equitable for workers at higher risk of harm (e.g., Māori, migrants, ‘gig economy’ workers).

Aligned to outcomes

The ecosystem collaboratively works toward achieving a set of shared objectives and outcomes, knowing how to allocate resources effectively to achieve those outcomes.

Coordinated and Collaborative

Groups and entities across the ecosystem come together to discuss ideas, share learning and understand opportunities.

Empathic

Workers are looked after at work because it matters to us as a nation. Victims of harm are properly cared for.

Responsive

Funding and resources flow to where they are needed to mitigate risk and address harm.

Accountable

Each layer of the ecosystem is held accountable for reducing workplace harm proactively.

Ecosystem Readiness

There is enthusiasm within the ecosystem to improve occupational health, safety and wellbeing and work in a more aligned, collaborative and coordinated way.

In this context, the ability to 'pull' the levers for change in an ecosystem is limited. Pockets within government or industry groups are ready (or can be made ready), but not necessarily the whole ecosystem. Deliberate action is needed across enough of the ecosystem to work in this way and 'pull' the levers, i.e., there needs to be the right level of resourcing and ownership.

There are several challenges indicating that New Zealand's HSW ecosystem isn't fully ready for change

Limited Capacity: "it's no one's day job to run the ecosystem"

There is leadership in the ecosystem from entities like WorkSafe, ACC and the BLHSF. However, available time and resource to run the ecosystem is limited with individual actors typically delivering internally-focused tasks rather than the bigger role of collaborating with organisations across the HSW ecosystem.

Misaligned incentives

Businesses may not incur the full cost of occupational HSW failures themselves e.g., occupational cancers being treated in the public health sector. In particular, workplace health-related harm may not be directly attributable to business due to the time lag between exposure and disease, inhibiting the ability to recognise cost.

Competing priorities within businesses

Businesses are often profit-driven, viewing HSW as a compliance cost that can potentially harm profitability, rather than recognizing it as an investment in worker wellbeing. In this context, HSW may be perceived as an expense to be minimized, depending on the business's level of HSW maturity.

Varying degrees of maturity across the ecosystem

Organisations across the ecosystem are at differing degrees of readiness to work in an "ecosystem" way. Many PCBU's likely aren't thinking in this way, in part because it is a new concept to many. However, government agencies like WorkSafe and ACC have deliberately established partnerships with each other and with sector groups.

Intervention Logic used to Identify Levers for Change

The project established a new ecosystem approach for health, safety and wellbeing in New Zealand and applied investment logic methodology to identify priorities for change and investment.

The following logic was applied to each one of the challenges noted on the previous page. From this, 17 levers for change were identified. After that, a three step approach was used to prioritise the top levers.

The project seeks to solve problems in the HSW ecosystem... → ...using levers for specific actions... → ...and to have various impacts... → ...and deliver positive outcomes for stakeholders in the HSW ecosystem.

Step one:

To prioritise the 17 levers, Working Group participants were allocated eight points each to 'score' the lever options.

Participants were asked to consider which levers they felt would have the greatest impact when addressing ecosystem problems.

Step two:

The top eight scoring levers were then evaluated further by the Working Group using the following criteria:

- Ecosystem readiness
- Sustainability
- Feasibility
- Impact and scalability
- Opportunity

Step three:

Six levers were then progressed into the design sprints and developed further by the Working Group.

The remaining eleven levers can be revisited and refined later in the design process.

Levers for Change

Through the intervention logic method, FutureSafe prioritised and progressed six levers for change.

Selected Levers

1. Leadership and Organisational Climate (culture)**

Ability of HSW authorities or PCBU leadership at all levels to influence the ecosystem to improve occupational HSW.

2. Accountability

Layers of the ecosystem are held responsible for HSW performance, not just limited to prosecution after accidents, but for prevention.

3. Partnership and Collaboration

Collaborative activity leveraging different organisations' strengths across the HSW ecosystem to improve occupational HSW.

4. Worker Participation

Workers' knowledge and capacity to actively influence HSW culture, environment and activities.

5. Insights and Learning

Availability of evidence to inform decision making (e.g., areas of harm, comparative performance/maturity data).

6. Risk Management and Literacy

Risk literacy and maturity of people with HSW responsibilities.

Levers considered but not progressed

- Regulation
- Enforcement
- Cost signals and incentives
- Cultural maturity
- Upstream obligations
- Capacity
- Reporting
- Capability
- Education
- Vision and direction
- Equipment and technology

** Climate refers to staff perceptions of the impact of the work environment on the individual, however, this could also be understood as 'culture' by some PCBU's.

Lever 1: Leadership and Organisational Climate, and Lever 2: Accountability

Leadership and Organisational Climate (culture) and Accountability has been combined as they were considered together in the workshop.

The leadership and organisational climate lever describes the role of leaders in what has historically been described as “safety culture”. Both terms are defined broadly.

Leadership is an activity or a function around orientating an organisation around HSW, setting and communicating priorities and influencing individuals and organisations. Leadership is usually thought of as being the purview of (institutionally) senior people and job roles, but it is important to recognise that leadership is equally important in supervisors, first line managers, and between peers.

Organisational culture and climate refers to the institutional norms and values around HSW and HSW practice. There are a variety of scales this factor may be considered at, two common ones would be national (thinking of New Zealand's national ‘character’ regarding HSW values) and within particular groups, organisations, businesses or worker groups.

Leadership and organisational climate are the top-down drivers of the attitudes surrounding health and safety.

Accountability refers to the responsibilities and duties of each participant in the ecosystem.

A range of issues related to leadership and organisational climate currently exist. The following are some key issues highlighted:

- Leaders don't prioritise HSW to proactively reduce workplace harm and improve culture.
- Leaders don't fully understand the benefits of wider industry and worker collaboration to improving outcomes and performance.
- The underlying culture in New Zealand accepts high levels of risk and harm as a cultural norm and lacks knowledge of the current scale and impact of work-related harm.

Accountability can also refer to the factors that promote individuals (or job roles) within organisations taking responsibility for aspects of that organisations HSW performance. This might include senior managers having key performance indicators or bonus criteria related to HSW performance.

Leadership and Organisational Climate lever purpose:

Leadership and organisational climate (culture) change can prompt action for better workplace HSW.

Accountability lever purpose:

Accountability helps to establish workplaces in which business leaders and workers take responsibility for occupational HSW for themselves and their teams.

Leadership and organisational climate (culture)

What is leadership and organisational climate (culture) in the HSW ecosystem?

- Leadership of the HSW ecosystem at all levels, including workers
- Working across different layers in the ecosystem
- Sharing a vision, direction and understanding
- Overcoming barriers to better HSW (e.g., engagement, building capability)
- Establishing a common understanding of what's important
- Staff perceptions of the impact of the work environment on the individual

How does the lever interact with the ecosystem?

HSW ecosystem leadership exists in some form at all levels, whether it has been formalised or not. It enables better occupational HSW by supporting clear vision, HSW strategies, delineation of agency roles and leveraging of agency strengths. Leadership by HSW capable frontline workers can be powerful to address harm as they are closer to where harm occurs. PCBUs represent the HSW of the workplaces in the ecosystem (e.g., forums like BLHSF).

PCBU leadership influences HSW work climate (culture) and decisions to implement HSW interventions within workplaces and along contracting chains, supporting worker protections. It can help bridge the gap between viewing HSW as a 'box-ticking' exercise and a value-adding function. Climate (culture) varies across the ecosystem with some pockets having relatively high maturity and others lagging behind.

Why pull this lever?

Leadership and organisational climate (culture) change can prompt action for better workplace HSW.

Accountability

What is accountability in the HSW ecosystem?

- Individual and wider organisational responsibility and ownership of HSW
- Enabled and supported by the regulator, but not just the regulator's role
- Clarity of specific responsibilities
- Responsibility for PCBU HSW performance
- Sufficient resources to deliver better HSW

How does the lever interact with the ecosystem?

Accountability varies at different levels of the ecosystem, for example:

- WorkSafe is accountable for good regulation and enforcement
- PCBUs hold the primary duty for HSW at work, including managing risks
- Overlapping duties within shared workplaces (e.g., construction sites)

Accountability covers: PCBU holding themselves accountable; collective accountability to industry standards/norms; overlapping duties; joint accountability along contracting chains; and accountability to an external authority. It also sits at an ecosystem level with leaders in the ecosystem ensuring that there are the right measures in place to support the different layers of the ecosystem.

Accountability could be encouraged through several avenues (e.g., PCBU belief that they want excellent occupational HSW, incentives or enforcement measures).

Why pull this lever?

Accountability helps to establish workplaces in which business leaders and workers take responsibility for occupational HSW for themselves and their teams (culture) change can prompt action for better workplace HSW.

Leadership and Organisational Climate, and Accountability actions designed in workshops:

Develop a mandate for action from the government

Drive change from the top by encouraging collective leadership and accountability for HSW.

Rebrand HSW and develop public storytelling

Promote a common narrative to rebrand HSW (e.g., ILO's 'Decent Work' and Health Benefits of Good Work).

Enhance vertical HSW sector leadership

Plug the gaps in HSW vertical sector leadership by expanding sector peak bodies to operate as the route to market for HSW interventions.

Training to increase HSW capacity and capability for leadership

Promote HSW initiatives for capability and capacity up and down agency hierarchies, especially frontline leadership.

Create a hub for the HSW ecosystem

Develop a hub for the ecosystem including key agencies to facilitate upstream and downstream connections.

Lever 3: Partnership and Collaboration

The partnership and collaboration lever involves various entities coming together with a shared commitment to achieving specific health, safety and wellbeing outcomes. These entities can partner and collaborate to create a more significant impact.

Partnerships can vary in formality and may reflect the function of the entities involved, such as public agencies partnering with industry. This approach supports sharing information and best practices, ultimately leading to improved health, safety, and wellbeing outcomes for all involved.

What is partnership and collaboration in the HSW ecosystem?

- A joint commitment to outcomes, and the resource required to achieve and deliver these outcomes to a consistent quality (e.g., ISO 44001)
- Joint problem solving
- Diversity of thought, but alignment of goals, direction and learning
- Mana enhancing
- Reflective of the New Zealand context with a focus on collective good

How does the lever interact with the ecosystem?

A range of entities with different functions contribute to the wider ecosystem. Entities may partner and collaborate for combined impact. Partnerships may reflect an entity's function (e.g., public agency vs industry) and can be multi-layered and vary in formality.

For example:

- WorkSafe as the regulator partners with and funds HASANZ, who subsequently partner with education providers to support the development of HSW ecosystem capability.
- ShopCare is supported by ACC and provided sector intelligence on the retail supply chain to WorkSafe during COVID 19.
- CHASNZ supports sharing of knowledge and industry norms between PCBUs within their scope.
- Forums like the BLHSF and General Managers Safety Forum can act as a catalyst for partnership by bringing organisations together.

Why pull this lever?

Better partnership and collaboration can help leverage ecosystem strengths to address HSW issues, and support information and practice sharing.

Lever purpose:

Better partnership and collaboration can help leverage ecosystem strengths to address HSW issues, and support information and practice sharing.

Partnership and Collaboration actions designed in workshops:

Develop an ecosystem map and vision

Develop an agreed map of the ecosystem to align with sector participants.

Define and build partnership structures across ecosystem layers

Build forums for deeper collaboration across ecosystem layers and participants.

Build capability and maturity for partnership

Resource partnership and relationship building across the ecosystem (i.e., make it somebody's day job).

Lever 4: Worker Participation

Worker participation is the knowledge, agency and capacity of workers that can actively influence HSW culture, environment and activities.

Participation is distinguished from 'consultation'. 'Consultation' can often be limited to post hoc notification or approval of HSW initiatives, with little ability of participants to genuinely influence decisions.

Participation focuses on workers having genuine responsibilities and authority to influence the decisions in which they participate.

What is worker participation in the HSW ecosystem?

- Inclusive of communities and sub communities with various relationships, diversity, and cultures
- An authentic demonstration of leadership that prioritises the voice of workers
- Shared decision-making power. Not just consultation
- Realistic and reflective of the reality workers face
- Collaborative, system-based conversations and outcomes

How does the lever interact with the ecosystem?

Worker empowerment is key to workplace HSW reflecting workers risk exposure. Workers can provide useful insights to support HSW risks and improvements. There can be concerns regarding worker-manager power dynamics, particularly if workers are put in dangerous situations. Workers may have limited power to respond and affect decision making compared to PCBU middle managers or leaders. Worker participation in HSW acts as a counterbalance to this power dynamic.

PCBUs require mechanisms to engage workers on HSW issues on an ongoing basis, with stronger mechanisms for small businesses where HSW representation may be less developed. Health and Safety Representatives or Committees are common tools for engaging workers. The strength of worker participation in HSW can be an indicator of PCBU maturity.

Why pull this lever?

Encouraging greater worker participation can help inform better HSW decision making within PCBUs.

Lever purpose:

Encouraging greater worker participation can help inform better HSW decision making within PCBUs.

Worker Participation actions designed in workshops:

Develop greater capability for worker participation

Identify best practice exemplars to tailor, promote and apply across the ecosystem.

Develop independent 'roving HSRs'

Help to plug the gap for SMEs by developing 'roving HSRs' to act as HSW advocates for workers.

Define critical risk minimums

Develop actionable, minimum level protections for critical risks to promote across the ecosystem.

Training to help HSRs to improve HSW within their organisations

Expand HSR training to cover additional skills applied in their roles.

Lever 5: Insights and Learning

Insights and learning refers to the availability of evidence to inform decision making, including areas of harm, comparative performance and maturity data.

Elements related to insights and learning include the gathering and availability of statistical data, as well as the academic or professional analysis of this data.

Another relevant factor involves the channels and infrastructure that facilitate learning in the realm of HSW. This includes formal vocational and professional training, as well as other avenues for disseminating information, such as professional communities, networks, or media related to HSW interest groups.

What are representatives from across the HSW ecosystem seeking for insights and learning?

- Large data (e.g., surveys) and small data (e.g., worker feedback)
- Multi channelled, creating innovative spaces to share and learn
- Capacity and resource to gather, interpret, consolidate and use global research, data and methods
- Must be part of a framework to inform behaviour
- Looking at good practice and growing through others' experiences
- Leveraging the bigger capabilities of larger organisations
- Consistent, standardised and respected insights

How does the lever interact with the ecosystem?

Insights and learning that help to indicate HSW ecosystem performance and opportunities for improvement are key to improving the lives of workers. Insights and learning look different across the ecosystem:

- Operationally for PCBU's it may look like a worker signalling that a particular activity they are doing is unsafe.
- For an industry group it could be a learning from one PCBU they can transfer to another.
- For WorkSafe or ACC it may look like large surveys of occupational harm, or databases of claims.

Why pull this lever?

Better insights and sharing of those insights can support businesses with managing their own HSW issues and support better shared standards.

Lever Purpose:

Better insights and sharing of those insights can support businesses with managing their own HSW issues and support better shared standards.

Insights and Learning actions designed in workshops:

Develop a centre of excellence for HSW insights and learning

Develop a centralised insights and learning model, partnering across the ecosystem to share data.

Develop agreed measures of culture to understand workplace performance

Build a framework for measures of culture (e.g., living wage) to promote across the ecosystem.

Review successful global HSW practice to apply in New Zealand

Review what HSW initiatives have worked internationally to apply them to New Zealand.

Safety index reporting / benchmarking

Develop a set of measures to monitor HSW performance for investors, consistent with to other 'bottom-line' targets.

Lever 6: Risk Management and Literacy

Risk management and risk literacy deals with the ability, skill sets and knowledge base of participants in the HSW ecosystem that enable them to deal with the logic associated with risk-based decision making.

Decision making related to HSW usually involves decisions around risk management. Risk management can be a challenging discipline in and of itself, requiring the ability to understand, compare, articulate and prioritise decisions despite uncertainty.

For the purposes of this project, the risk management 'lever' deals with factors in the ecosystem that support decision makers' ability to maintain appropriate skills and knowledge.

What is risk management and literacy in the HSW ecosystem?

- Risk informed decision making, education and awareness
- Perception of risk in an organisation - purist vs holistic; health related risk vs 'just safety'; risk at a system level
- Risk literacy within stakeholder groups and worker communities
- Management and balance of the risk that will always exist
- Linked to outcomes in organisations

How does the lever interact with the ecosystem?

Risk management and literacy is about the understanding of risk-based decision making across the ecosystem. This understanding prevents logical fallacies causing poor decisions and facilitates communication between stakeholders, duty holders and regulators.

HSW is largely about managing and reducing risk. Risk is not always measurable and deals with situations about which there may be limited knowledge of when or how an undesirable event may occur. For example, if it was known when a valve would fail, there would be no risk, it would just be replaced before that occurs.

Not knowing when or how undesirable events occur requires balancing resourcing with uncertainty, risk appetite and cost of prevention. This can be abstract territory for some decision makers. HSW professionals may hear "it hasn't happened yet" as justification for why resources are not needed to manage a risk.

Why pull this lever?

Facilitating better understanding of risks and risk as a concept across the HSW ecosystem can support better decision making to manage risks.

Lever purpose:

Facilitating better understanding of risks and risk as a concept across the HSW ecosystem can support better decision making to manage risks.

Risk Management and Literacy actions designed in workshops:

Enhance business risk and resilience literacy

Develop risk capability within SMEs to support worker resilience as a 'value-add' for PCBUs.

Merge risk with management, procurement and supply chain agendas

Explore mechanisms (e.g., via procurement) to merge HSW alongside other agendas (e.g., financial risk).

Influence social norms, enhancing understanding of risk as a concept

Educational and promotional initiatives to support change in social norms regarding risk.

FutureSafe Timeline

High level five year plan for the six levers and their actions. *Plan is subject to change following operational planning.*



Proposed Next Steps

To implement the recommendations of this report and transform the ecosystem, an inter-agency approach and alignment with a wider group of ecosystem partners is needed.

Turning the actions identified into operational plans to support possible implementation across the HSW ecosystem and framing potential future work for this project (which could also include design of the levers) was not in scope for this phase of the project. To do this properly, it is vital to include Māori influence and voice, to shape the actions and levers for improved outcomes “by Māori, for Māori”, together with engaging a wider variety of agencies involved in ‘pulling’ the levers”.

Work Completed

FutureSafe Discovery v1.0

(governed by BusinessNZ/WorkSafe/
CTU/ACC)

September 2023 – June 2024

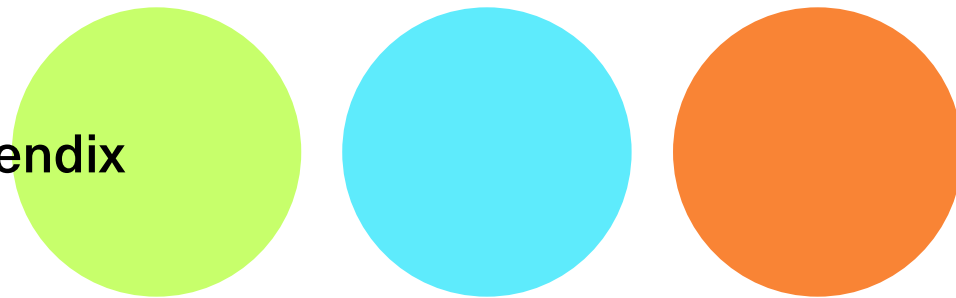
FutureSafe Discovery v2.0

- Mobilise capability across the HSW sector and assess readiness
- Wider sector engagement and build mandate
- Increase Māori engagement and participation
- Develop clearer view of ecosystem components/actors and funding flows
- Describe indicative target operating model and future work programme

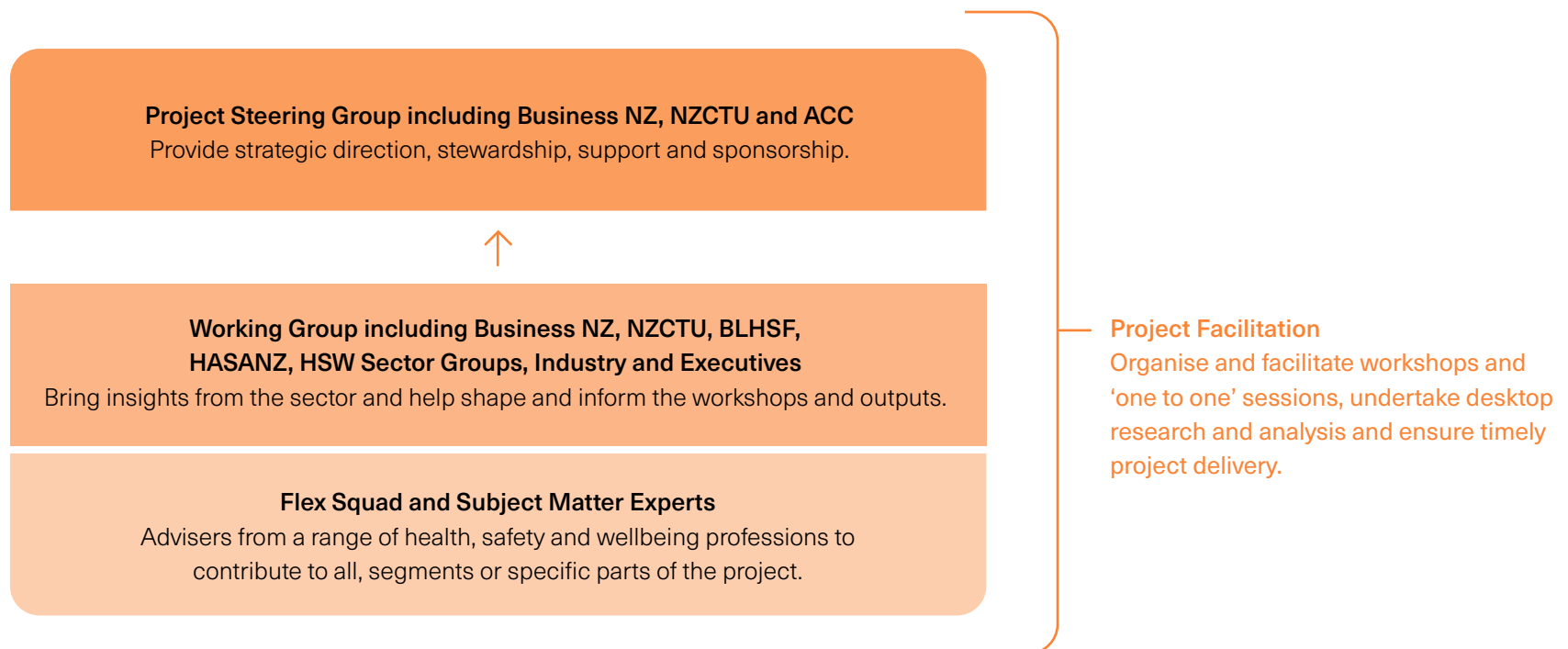
July 2024 Onwards (indicative)

- Build indicative target operating model and work programme
- Establish governance and leadership arrangements
- Business Case/funding
- Establish forum for implementation: BusinessNZ, WorkSafe, NZCTU, ACC plus others under the governance and leadership approach adopted
- Link to Future of Work programme

Appendix

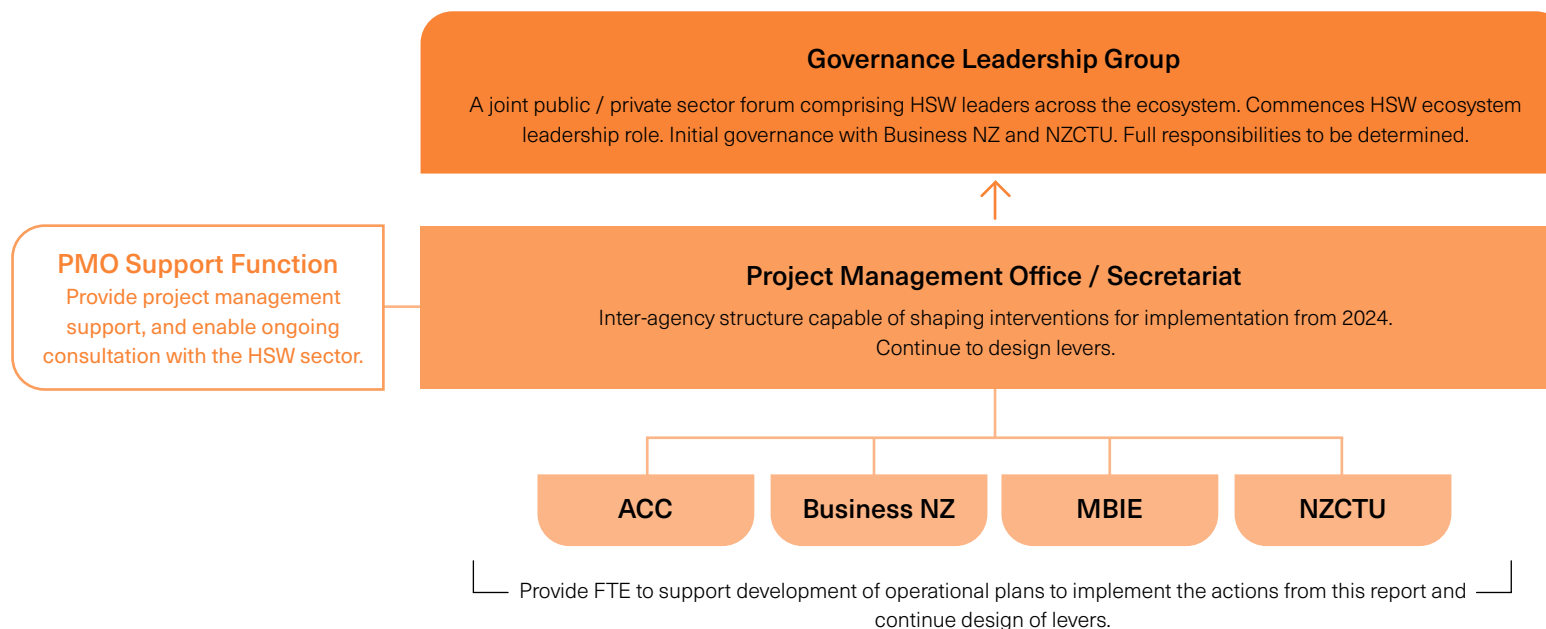


Project Structure and Roles



Strawmodel: Structure and Governance

Developing arrangements for ecosystem stewardship and converting the identified actions into operational plans for implementation across the HSW ecosystem is essential. Potential future work for this project may also involve designing the levers not currently within the project's scope. To accomplish this effectively, a structure that involves various agencies responsible for 'pulling' these levers will be crucial. The proposed structure outlined below highlights the key resources and agencies needed to initiate this exercise, although additional groups, such as industry associations, may also become involved on an ad-hoc basis. This approach should be further tested in the FutureSafe discovery process 2.0.



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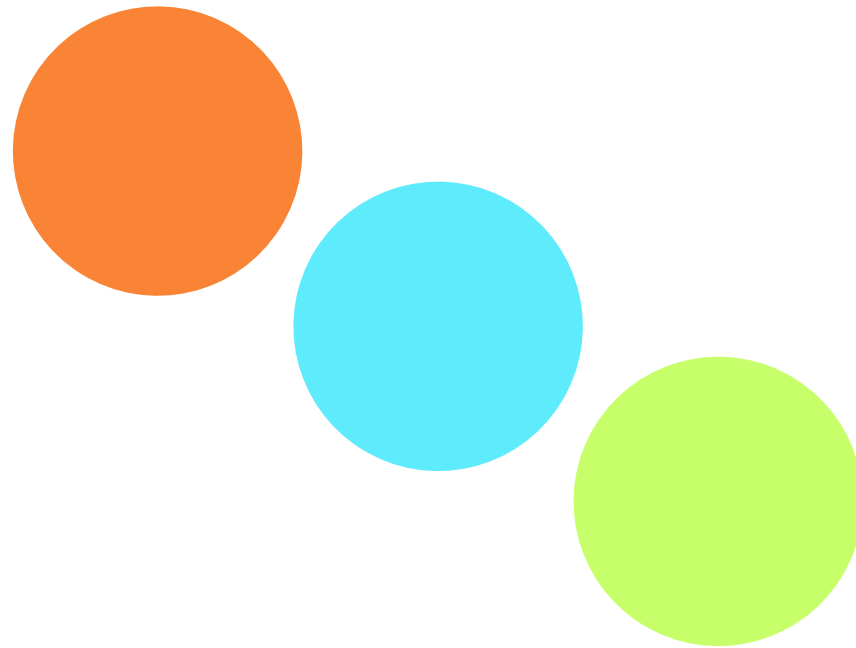
Document and Version Control

FutureSafe is an iterative system change project that continually evolves as ideas and approaches are shared and adopted. All the project's key documents are provided as working documents: none are "final", but are versions released at a point in time on the journey.

You can identify the release version by date on the cover and in the page footers. Updated versions will be released through the Steering Group as the project progresses.

You can check that you have the most up to date version on the FutureSafe Aotearoa website here.
<https://www.futuresafeaotearoa.org.nz/>

Version Number	Release Date
Version 1.0	November 2023
Version 1.1	July 2024



EXECUTIVE SUMMARY

Project FutureSafe Aotearoa Phase One

Transforming New Zealand's Workplace Health,
Safety and Wellbeing Ecosystem

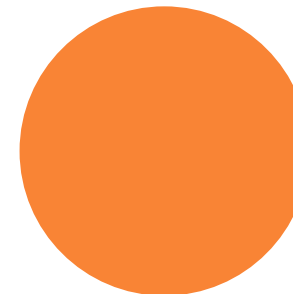
Version 1.0 November 2023

Executive Summary

Project FutureSafe Aotearoa is sponsored by WorkSafe and led by Business NZ, in collaboration with the New Zealand Council of Trade Unions (NZCTU) and ACC to coordinate and align collective action to significantly improve the health, safety and wellbeing of workers in New Zealand Aotearoa.

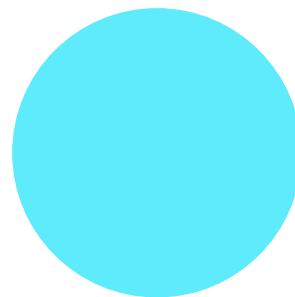
Project FutureSafe Aotearoa (FutureSafe) is a pivotal initiative aimed at reshaping New Zealand's approach to workplace Health, Safety and Wellbeing (HSW). FutureSafe envisions a future where all New Zealand workers can enjoy safe and healthy workplaces. This discovery project aims to establish long-term aspirations for change through incremental phases that deliver meaningful outcomes.

In its discovery phase, this initiative has convened a diverse cross-sector group of professionals, including government representatives, industry organisations, academic and technical experts, trade union and industry leaders, with a common objective: to enhance HSW outcomes in New Zealand workplaces. The project acknowledges the critical role of Māori stakeholders in the New Zealand HSW ecosystem and seeks to formalise Māori involvement as the project moves into its next phase.



FutureSafe is built on several key policy documents, including the Royal Commission on the Pike River Coal Mine Tragedy and the Independent Taskforce on Workplace Health and Safety (2013), the Working Safer Blueprint with Government's response to the recommendations of the Taskforce, the WorkSafe New Zealand Act (2013), the Health and Safety at Work Act (2015), and Ministry of Business Innovation and Employment's 'New Zealand Health and Safety at Work Strategy 2018-2028.' These documents set the foundation for comprehensive reform in the realm of workplace health and safety.

As a member of the International Labour Organisation (ILO), New Zealand is obligated to uphold safe and healthy working environments. The ILO's inclusion of the principle of safe work in its framework of fundamental principles and rights at work in July 2022 underscores the urgency of addressing workplace health and safety standards.



Despite significant investments and improvements, New Zealand continues to grapple with workplace harm.

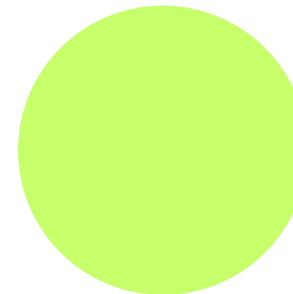
The country witnesses a concerning rise in injuries and the loss of an estimated 50,000 disability-adjusted life years (DALYs) annually. Tragic events like the Pike River Mine disaster (2010) and the Whakaari White Island eruption (2019) have been catalysts for reform, but daily workplace harm persists. The economic burden of workplace harm in New Zealand is significant, with varying estimates, including 4% of GDP (approximately \$14 billion annually), according to the ILO. However, reaching a consensus on the exact financial burden is challenging due to different methodologies and factors considered.

FutureSafe seeks to establish an ecosystem approach to HSW, focusing on both physical safety and worker wellbeing.

This ecosystem approach envisions a coordinated and interconnected system of stakeholders working toward shared HSW objectives. While a HSW ecosystem exists today, it is still evolving, and consensus is needed to guide efforts and investments effectively.

FutureSafe aspires to create a national identity, shared values, and a unified understanding of HSW. It aims to foster a prevention-focused, connected, aligned, equitable, empathetic, coordinated, accountable, and collaborative HSW ecosystem that responds to the needs of all workers.

FutureSafe identifies numerous challenges within the current HSW ecosystem, including limited impact of interventions, accountability issues, insufficient worker agency, leadership capacity gaps, inadequate regulation, industry complexities that struggle with overlapping PCBU's, and the underemphasis on chronic health and mental health. Despite these challenges, there is strong enthusiasm within the ecosystem to enhance occupational HSW and collaborate more effectively. However, limited resources and competing priorities within businesses, misaligned incentives, varying levels of maturity, and a lack of centralised leadership pose obstacles to full readiness.



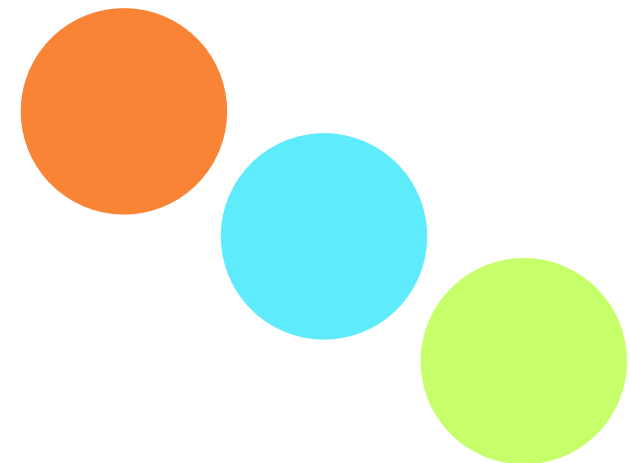
FutureSafe's discovery phase has prioritised six key levers for change. These levers are essential for transforming the HSW ecosystem.

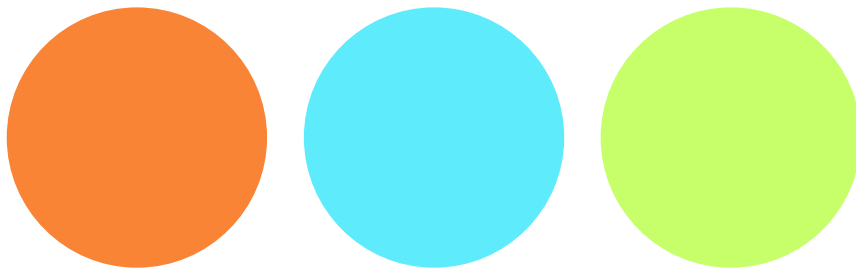
- Leadership and Organisational Culture
- Accountability
- Partnership and Collaboration
- Worker Participation
- Insights and Learning
- Risk Management and Literacy.

Next Steps

In recognition of the critical role of Māori stakeholders and in the New Zealand Health and Safety at Work (HSW) ecosystem, FutureSafe seeks to formalise Māori involvement as the project progresses into its next phase. This initiative aims to ensure that the perspectives and needs of minority groups are actively considered and integrated into efforts to enhance HSW outcomes in New Zealand workplaces.

The first discovery phase has shown that there is interest and potential for an ecosystem based approach to improving HSW collaboration and performance. The proposed next steps are for a second discovery phase during 2024 that will increase Māori participation, widen sector/industry engagement, develop a clearer view of the actors, components and funding flows that can support innovation in the ecosystem, and mobilise existing capability across the HSW sector.





Version 1.0 November 2023

Project FutureSafe Aotearoa

Q&A

What is FutureSafe Aotearoa?

FutureSafe is an initiative that aims to address workplace health, safety, and wellbeing challenges by shifting the focus from responding to post-event harm and death to proactively preventing them. The initiative recognises that the two most significant types of harm are death, which often garners attention, and serious harm, which has a more substantial and lasting impact on individuals, economy, families, and communities. The current ecosystem approach is characterised by fragmented efforts that are not effectively reducing workplace harm. FutureSafe seeks to coordinate and plan prevention efforts at a systemic level to improve outcomes and reduce both types of harm in workplaces by transforming the current ecosystem.

What is FutureSafe's primary focus?

FutureSafe is specifically focused on addressing workplace harm and aims to maintain a dedicated focus on workplace safety without becoming entangled with unrelated initiatives or organisations that do not share its core mission, such as sustainability or other sectors lacking direct interest, expertise, or resources in solving workplace harm.

How will the FutureSafe Discovery Project make a difference?

The FutureSafe Aotearoa Discovery Project aims to make a difference by gathering individuals with diverse expertise and practical experience to collaboratively shape a comprehensive and inclusive approach to workplace safety. The Discovery Project aims to identify components, levers, and strategies that can enhance coherence, alignment, and effectiveness in addressing workplace HSW issues. Ultimately, the project intends to provide guidance on how to create a more systematic and coordinated approach to improve workplace safety outcomes at an ecosystem level.

Why is FutureSafe important?

FutureSafe is important for New Zealand because it addresses a critical gap in the country's approach to workplace HSW. While the country has focused on legislative changes and regulatory bodies, it hasn't effectively coordinated the entire ecosystem to improve safety outcomes. FutureSafe is necessary to bring clarity to the various stakeholders involved. It plays a crucial role in these three particular areas:

- **Leadership:** FutureSafe addresses the complexity created by overlapping regulations and provides a clear framework for effective leadership and worker participation across all industries.
- **Capability:** FutureSafe emphasises the need to enhance the capabilities of both organisations and health and safety professionals to provide the right advice and drive better HSW outcomes.
- **Technology:** FutureSafe explores the potential of technology as a disruptive tool to bring about transformational changes in workplace HSW practices.



What problem is FutureSafe trying to solve?

FutureSafe is addressing the issue of workplace harm not just by reducing its immediate effects, but by tackling the underlying systemic obstacles and barriers that prevent harm reduction. Some actions from the Independent Taskforce on Workplace Health and Safety in 2013 haven't been effectively implemented. These include addressing issues such as overlapping responsibilities and cultural norms related to poor safety standards. The initiative aims to develop collective and consistent approaches, utilising various levers to drive meaningful change and encourage individuals to actively contribute to improving workplace HSW.

How does FutureSafe intend to inspire change across the ecosystem?

FutureSafe needs to win both the hearts and minds of politicians, stakeholders and the general population. New Zealand historically underperforms in workplace HSW compared to Australia, Canada and the UK, and shifting deeply ingrained attitudes and beliefs to normalise a culture of safety and harm reduction will take time. The initiative needs political and social momentum to address the systemic issues and reduce harm. The challenge lies in generating the will, appetite, and determination among stakeholders to invest in comprehensive safety measures and encouraging the wider population to support these efforts. The initiative acknowledges the necessity of creating a balance between accountability and urgency and providing incentives and benefits to drive change effectively.

We already make a financial contribution through WorkSafe funding and ACC levies, are businesses and individuals expected to pay more for this initiative?

FutureSafe acknowledges that businesses and individuals already contribute financially through WorkSafe funding, ACC levies and their own direct investment. However, there is a disconnect in understanding how this money is utilised. The levies, primarily funded by businesses, were intended to address workplace safety issues, but they have largely been directed toward addressing the consequences of harm rather than preventing harm in the first place. The issue lies in the lack of a coordinated and collaborative system that enables them to collectively work towards preventing harm effectively.

Additionally, it's important to note that individuals, including employees, also contribute to these funding accounts, and they share a common interest in seeing workplace harm reduced. The challenge is that the existing system hasn't consistently and concertedly allocated resources in a coordinated and planned manner to address the root causes of harm, which is the core problem FutureSafe is seeking to solve.



Is there support for FutureSafe?

There is support for FutureSafe from agencies, stakeholders and individuals who have been aware, interested, or frustrated with workplace safety issues for some time. The initiative's Discovery Project approach aims to gradually expand this support by involving more people. The project is building momentum over time, akin to the road safety principle of 'Road to Zero', which was initially met with scepticism but gained support as people recognised its strategic value. Building support involves helping individuals and groups see where they fit into the HSW ecosystem and how they can contribute to the shared agenda for change.

When can we expect FutureSafe to deliver on its mission to reduce workplace harm and what will it look like?

The process of FutureSafe's mission to reduce workplace harm will initially involve shaping priorities and outlining the necessary steps for action. It is dealing with substantial principles and changes, utilising various levers to transform the ecosystem. The initiative envisions fundamental changes, such as redefining worker representation, promoting the use of qualified health and safety professionals, establishing industry leadership through sector groups, and developing industry codes of practice in collaboration with regulators.

These significant levers will collectively reshape the entire ecosystem, and people will be able to see the ongoing programs and industries involved, as well as how they can participate and contribute. FutureSafe recognises that an ecosystem is dynamic and living, not a static plan on a wall. As people's aspirations, attitudes, and opportunities evolve, the initiative will see to encourage the emergence of new ideas and actions. The owners of funding, policies, and the ability to support projects should view it as a dynamic and living system, allowing for flexibility and adaptability to maintain momentum and energy, fostering a sense of collective engagement and ownership.

Who is leading the FutureSafe initiative and how can people get involved?

Critical stakeholders and leaders from various sectors are actively involved in the project, including government, large and small businesses, industry sector groups, worker representation, with increasing involvement of Māori and workers at higher risk of harm. People can get involved in the initiative as individual projects are unpacked and launched. Each project or industry sector will have relevant individuals and stakeholders participating and contributing to address key issues to reduce workplace harm. FutureSafe aims to provide a framework and methodology for everyone to collaborate in a coordinated manner rather than working in isolation.

In addition, it is essential to highlight that the framework for FutureSafe draws from both Australian and New Zealand legislation, which is based on the Robens system in the UK, known for its tripartite approach involving government, businesses, and workers.

For further project information and project updates, please visit the FutureSafe website — www.futuresafeaotearoa.org.nz.



What actions have been identified to progress this initiative?

Detailed operational plans and project structure are not part of the first Discovery phase. Key actions identified to progress this initiative include building the target operating model and establishing governance and leadership arrangements. Critical to success is the need for an inter-agency approach and alignment with ecosystem partners to build capability and assessing readiness across the HSW sector.

Who is involved in FutureSafe?

Participants involved in FutureSafe include government representatives, industry organisations, industry associations, trade unions, academic and technical professionals, industry leaders and Māori stakeholders who are active in the New Zealand HSW ecosystem. A full list of participants can be found within the full report.

Māori are often disproportionately represented in health and safety statistics, what will be done to improve those outcomes?

FutureSafe acknowledges the significance of worker participation when it comes to enhancing outcomes for Māori. By prioritising the voices of workers, giving authority to influence decisions, HSW outcomes for all workers, including Māori, will improve.

Iwi, as investors and employers, can also significantly influence how the ecosystem works. The project acknowledges the critical role of Māori and seeks to formalise Māori engagement, influence and participation in the next phase.

How long will it take to implement project findings?

FutureSafe is a transformation project with long term objectives that currently have a five-year cycle of activity alongside a mix of short-term goals to improve HSW outcomes. The implementation will require time to activate and yield positive results.

How can I learn more about FutureSafe?

You can find additional information about the FutureSafe project by visiting the website www.futuresafeaotearoa.org.nz. We strongly encourage active participation.

Regardless of your industry sector or individual requirements, please feel free to engage with us by contacting us through the FutureSafe website contact page

— <https://www.futuresafeaotearoa.org.nz/contact>.

