



## **FUTURE STATE MODEL FOR INDUSTRY-FOCUSED PREVENTION OF WORKPLACE INJURY AND ILLNESS**

April 23, 2013

## **Future State Model for Industry-Focused Prevention of Workplace Injury and Illness Final Report**

MNP would like to thank the members of the Steering Committee and Stakeholder Advisory Committee for their ongoing support, insight and assistance throughout the development of this Future State Model.

### ***Steering Committee***

Alice Sayant, Vice President, Strategy and Assessment Services, *Executive Sponsor*  
Dwight Doell, Director, SAFE Work Services, *Project Manager*  
Krista Breckman, Director, Policy, Research and Quality Assurance  
Bruce Cielen, Manager, Research and Workplace Innovation Program  
Bob Craddock, Director, Assessment Services  
Jo-Anna Guerra, Executive Director, Workplace Safety and Health  
Don Hurst, Chief Prevention Officer  
Darren Oryniak, Vice President, Compensation Services  
Warren Preece, Director Communications

### ***Stakeholder Advisory Committee***

Jean-Guy Bourgeois, Special Projects Coordinator, Manitoba Federation of Labour  
Neal Curry, Westland Plastics (Canadian Manufacturers & Exporters)  
Bob Dolyniuk, Manitoba Trucking Association  
John Doyle, Communications & Research, Manitoba Federation of Labour  
Blaine Duncan, Health & Safety, MGEU  
Steve Edwards, Health & Safety, CUPE  
Shaun Haas, Winnipeg Regional Health Authority  
Rob Hilliard, Health & Safety, UFCW  
Theo Kowalchuk, 1 Life Workplace Safety & Health Ltd  
Sonia Kowalewich, Executive Director, MFL Occupational Health Centre  
Chris Lorenc, Manitoba Heavy Construction Association  
Dan Mazier, Keystone Agricultural Producers  
Lanny McInnes, Retail Council of Canada  
Judy Murphy, Safety Services Manitoba  
Vince Ness, Province of Manitoba, Supportive Employment Benefits & Administration  
Barrie Simoneau, Mining Association of Manitoba  
Ron Stecy, Building Trades Council  
Jerry Weir, Manitoba Hotel Association

#### **PREPARED BY:**

MNP LLP  
2500 – 201 Portage Ave.  
Winnipeg, MB R3B 3K6  
204.775.4531  
Contact: Kathryn Graham, MBA, CMC

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## EXECUTIVE SUMMARY

In 2001, the Workers Compensation Board (WCB) and Workplace Safety and Health (WS&H) jointly developed the SAFE Work program to focus efforts on injury prevention and building a strong workplace safety and health environment. The Joint Injury and Illness Prevention Strategy for Manitoba Workplaces (2008 – 2012) established a vision of *Safe Work in Every Workplace* and identified goals for reductions in time loss injuries, serious injuries and traumatic fatalities. A 2009 review found that while there had been progress made towards creating safer workplaces over the last decade, more is needed to achieve the goal of *Safe Work in Every Workplace*. In 2011, the WCB engaged MNP to consult with stakeholders, conduct best practice research, and recommend a future state model for prevention of workplace injury and illness in Manitoba. This report presents the result of that initiative.

Stakeholder engagement included a workplace survey, written submissions, focus groups and interviews with a cross section of stakeholders. A Stakeholder Advisory Committee was established to help guide the consultation effort, as well as to help apply the result of the consultation and other research in the design of a Future State Model.

The proposed Future State Model anticipates active involvement and participation of many organizations and individuals throughout the province. It defines a clear role for SAFE Work as the central entity to provide leadership and stewardship, elevate the quality and consistency of services for prevention of workplace injury and illness, and support the involvement and participation of stakeholders to enable effective action.

The overall goal of the Future State Model is to prevent workplace injuries and illness. To achieve this goal, specific objectives include:

- Effective safety and health management systems in all workplaces;
- Employers, workers and the public are aware and understand the importance of preventing workplace injuries and illness;
- Employers, workers and safety specialists have the knowledge and skills to design and implement effective safety and health management systems; and
- Relevant services are available to support implementation of effective safety and health management systems.

Principles underlying the Future State Model include that it is:

- *Inclusive*- supporting all workplaces in Manitoba;
- *Relevant* – timely services customized to industry needs;
- *Risk-based* – prioritizing resources for high risk sectors, high risk workplaces, and vulnerable populations;
- *Collaborative* – involving and ensuring an active role for all stakeholders; and
- *Efficient* – enabling economies of scale, minimizing duplication, maximizing cooperation and providing clear returns on investment.

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Proposed services to be offered by SAFE Work include:

- *Sector Leadership and Coordination* – Facilitating development and implementation of sector-specific strategies;
- *Safety and Health System Support* – Resource materials, general information and advice for employers, support for Safety and Health Committees/Representatives, and high risk workplace strategies;
- *Standards and Certification* - Development of standards and certification for health and safety management systems, audit processes, training, and service provider qualifications;
- *Training and Education* - Development of training and education resources and course content, liaison with educational institutions, instructor training;
- *Communications* – Activities to promote public awareness and a safety culture, engage business and community leaders, and support knowledge sharing; and
- *Research and Special Initiatives* – Research and analysis to support effective investments in injury prevention, and cooperative initiatives with other community organizations and jurisdictions for the mutual goal of preventing workplace injuries and illness.

Options for governance structure and funding have been presented, with the objectives of achieving:

- Clear mandates and accountability for the WCB, SAFE Work and WS&H;
- Elevated visibility and profile for the prevention mandate;
- Ease of understanding;
- Clear mechanisms for stakeholder access and engagement; and
- Efficiency.

The amount of funding required to support the Future State Model, including the direct activities of SAFE Work as well as the implementation of sector strategies, would depend on decisions regarding the structure, and the extent, intensity and timing of implementation; as well as the various needs of each sector. Information from examples of other jurisdictions and programs in Manitoba suggest incremental investments of between \$4 and \$10 million annually (2 – 4% of current assessment revenue) may be required.

An initial set of proposed performance indicators includes leading indicators to evaluate progress on the identified objectives, with more global lagging indicators to assess progress against the overall goal.

Once approved, a full implementation plan will be required to transition to the desired future state. Important components of this implementation plan include:

- Internal and external stakeholder communication plans;
- Development of one, three and five year objectives, operating plans and budgets;
- Alignment of funding mechanisms (structures, timing, amount);
- Development of an organizational structure to align with the selected governance model;
- Internal transition plans, and
- Development of sector groupings and stakeholder councils for each sector.

Once the initial structure is established, implementation may be staged according to the timing of target objectives and available funding. Funding allocations would require review annually, and may require some adjustment as more information is gained with development of sector-specific strategies.

## 1 INTRODUCTION & BACKGROUND

In 2001, the Workers Compensation Board (WCB) and Workplace Safety and Health (WS&H) jointly developed the SAFE Work program to focus efforts on injury prevention and building a strong workplace safety and health environment. The Joint Injury and Illness Prevention Strategy for Manitoba Workplaces (2008 – 2012) established a vision of *Safe Work in Every Workplace*, and identified four areas for priority attention:

- **Protection** – Ensuring the safety and health of Manitoba workplaces through inspections and by supporting the internal responsibility system;
- **Promotion** – Creating a culture of SAFE work in Manitoba through awareness, partnerships, consultation, programs and leadership;
- **Education** – Expanding prevention knowledge through specialized training and the sharing of information; and
- **Capacity** – Ensuring that Manitoba has the tools, expertise, technology and trained workers to achieve our prevention goals.

The Joint Injury and Illness Prevention Strategy also identified goals for reductions in time loss injuries, serious injuries and traumatic fatalities.

In 2009, the WCB conducted a review of Manitoba’s workplace injury and illness prevention infrastructure to evaluate the existing capacity and capability to support the goals of the Joint Strategy. This review found that there had been progress made towards creating safer workplaces over the last decade, but that much more could be done to achieve the goals. In 2011, the WCB engaged MNP to consult with stakeholders, conduct best practice research, and recommend a Future State Model for prevention of workplace illness and injury in Manitoba (Future State Model). This report represents the result of that initiative.

In the spring of 2012, the Minister of Family Services and Labour appointed a Chief Prevention Officer to lead a review of workplace safety and health services. In addition, the Minister’s Advisory Council on Workplace Safety and Health led the scheduled review of the Workplace Safety and Health Act and the Minister launched a third-party review of the WCB’s process for setting employer assessment rates. The Chief Prevention Officer became a member of the Steering Committee for the Future State Model Project to enable the coordination of findings. This report will be considered in the context of these other reviews.

### 1.1 OBJECTIVES

The overall goal of the Future State Model is to prevent workplace injuries and illness, or as expressed in the Joint Strategy – *Safe Work in Every Workplace*.

The purpose of this project was to develop a model to support industry-focused prevention of workplace injury and illness in Manitoba, encompassing all sectors and regions across the province. Specific project objectives included:

- Analysis of the current state of prevention of injury and illness in Manitoba workplaces;
- Engagement of WCB stakeholders in the design of industry-focused prevention of workplace injury and illness; and
- Development of a plan and design for the future state of industry-focused injury and illness prevention that supports the goals of the Joint Injury and Illness Prevention Strategy.

## 2 METHODOLOGY

### 2.1 PROJECT GOVERNANCE

A Project Steering Committee was made up of senior management of the WCB and WS&H. The role of the Steering Committee was to provide overall direction to the project, including the stakeholder consultation and communication plan, review interim findings, and provide guidance to the Future State Design.

### 2.2 STAKEHOLDER CONSULTATIONS

The purpose of engaging stakeholders was to ensure the Future State Model would address the needs and generate participation of Manitoba workplaces to achieve the overall goal of *Safe Work in Every Workplace*. Stakeholders were identified as including the following:

- Employers of all sizes, in all industry sectors, and all geographic regions of Manitoba;
- Industry Associations that represent and support employers in various areas including workplace safety;
- Employees in Manitoba workplaces;
- Labour Organizations that represent the interests of employees;
- Organizations that represent particularly vulnerable segments of the population including Youth, Aboriginals and recent immigrants to Canada (New Canadians); and
- Safety Organizations and Service Providers that promote safety and provide safety products and services to workplaces throughout the province.

Methods of stakeholder engagement are described below.

#### 2.2.1 STAKEHOLDER ADVISORY COMMITTEE

A Stakeholder Advisory Committee (SAC) was established from a broad range of industry sectors to provide ongoing insight and assistance to the development of the Future State Model. The SAC played an integral role in enabling meaningful consultation with Manitoba employers and the labour community across all sectors.

The SAC was engaged through a series of workshops throughout the project to:

- Provide insights into how to effectively reach sector populations;
- Assist with the design of survey questions to enable a user-friendly survey that would effectively address the issues and concerns related to prevention of workplace injury and illness;
- Act as ambassadors within their sectors and circles of influence to encourage participation in the survey and other consultation activities; and
- Participate in a design process to identify the required services, respective roles and responsibilities, options for structure and funding, and methods to evaluate ongoing effectiveness of a Future State Model.

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### 2.2.2 WORKPLACE SURVEY

MNP conducted a workplace survey to solicit direct input on the current state of health and safety management systems in Manitoba workplaces. All employers in Manitoba were invited to participate in the on-line survey, through direct notices to 223 industry associations as well as labour organizations and safety consultants, notices in WCB, industry, labour and other organization newsletters and bulletins, links on the WCB and SAFE Work websites, direct email and phone calls. A telephone survey approach was also conducted by Prairie Research Associates to ensure sufficient response across all sectors, and from rural businesses.

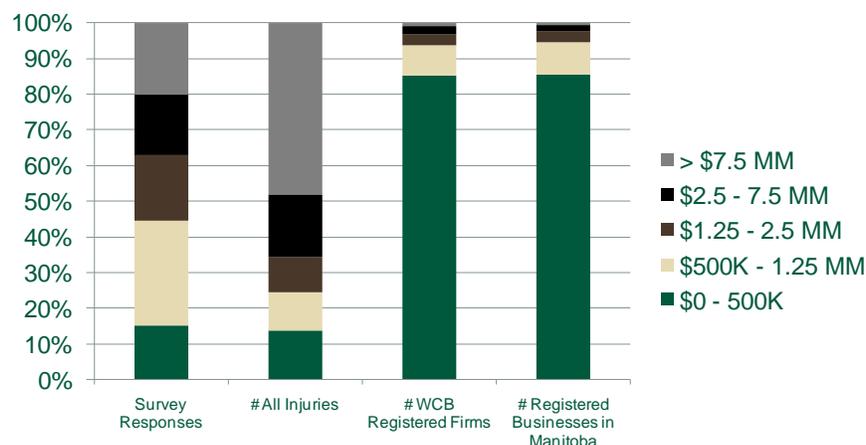
The survey sought information and employer opinion on:

- The current extent of safety and health management systems and activities in the employer's workplace;
- Services and service providers the employer currently uses to support safety and health in their workplace;
- Workplace satisfaction with the state of injury and illness prevention in their own workplace, and perceived importance of various elements of a health and safety management system;
- Workplace preferences and satisfaction with available support services and service providers;
- Issues and concerns related to illness and injury prevention, and barriers to achieving an effective injury prevention program in their workplace; and
- Priorities to be addressed in designing a future model for workplace injury and illness prevention in Manitoba.

A total of 328 survey responses was received from a reasonable cross-section of industries. Mining and Construction were somewhat over-represented in the context of the number of registered businesses in these sectors in Manitoba. Service industries were under-represented in the responses.

Responses also included a cross-section of small to large businesses. While large employers were over-represented in terms of the number of employers of each size in Manitoba, the sample is fairly reflective of the distribution of injuries in Manitoba, as reported to the WCB. Regionally, the survey was slightly over-represented by workplaces in Winnipeg. 30.5% of responses were from rural Manitoba.

FIGURE 1 – RESPONDENTS BY SIZE (ANNUAL PAYROLL)



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FIGURE 2 - RESPONDENTS BY REGION

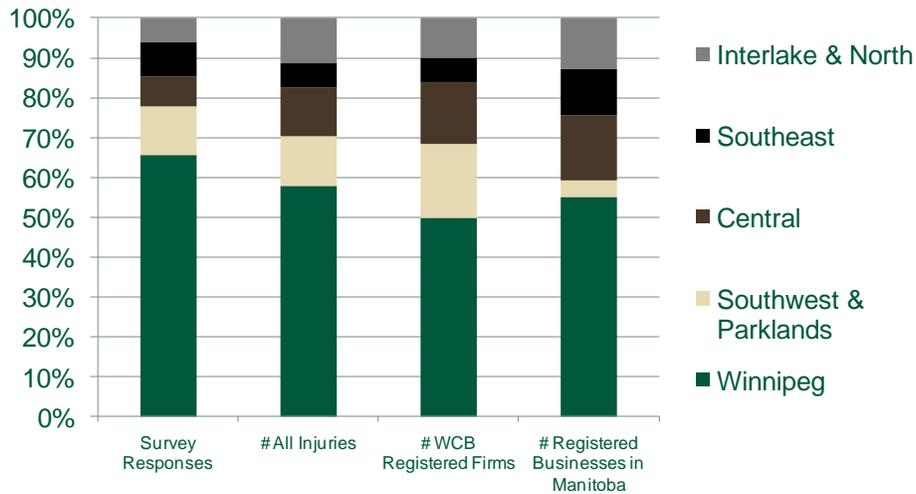
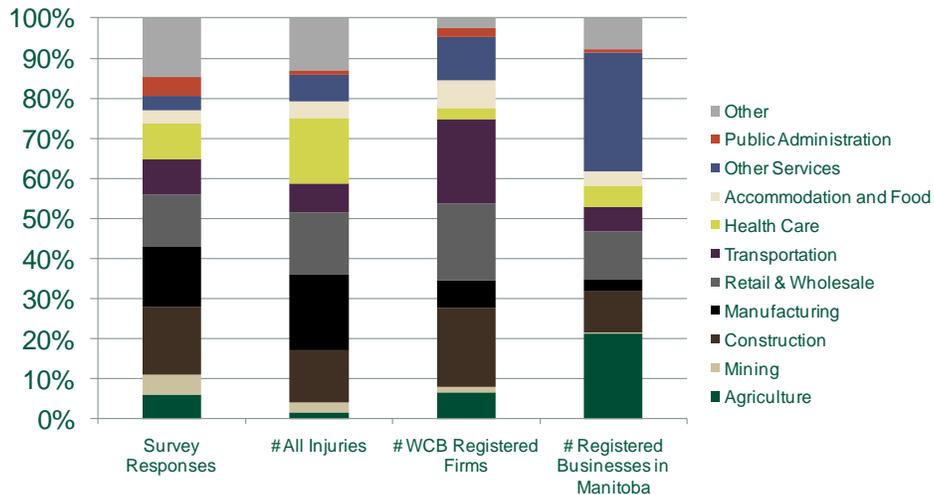


FIGURE 3 – RESPONDENTS BY INDUSTRY



### 2.2.3 WRITTEN SUBMISSIONS

As the survey was designed primarily for employers, other groups of stakeholders were invited to provide input through written submissions (informal or formal). Direct invitations were issued to labour organizations, industry associations and safety service providers, and an open invitation for written submissions was communicated along with the notice of the survey.

A total of 26 written submissions was received as follows:

Labour organizations	10
Safety services providers	2
Health care associations	2
Industry associations	4
Educational institutions	2
Individuals	6

## 2.2.4 FOCUS GROUPS AND INTERVIEWS

Interviews were conducted prior to the survey to gain insight into questions that should be asked and issues to explore through the survey. A series of focus groups and interviews was also conducted following the survey to further explore the findings from the survey and written submissions, and to gather input regarding what is currently working and what changes should be considered in the Future State Model. Over 80 people participated in focus groups and interviews.

Participants for the focus groups and interviews were chosen to complement the survey results, including from sectors or stakeholder groups that may have been under-represented in the survey or written submissions, or who had a special interest or knowledge. These groups included:

- Health and Safety Committees/Representatives;
- Labour organizations;
- Industry safety associations and safety service providers;
- Companies with successful safety and health management systems;
- Small businesses;
- Organizations representing Aboriginal workers, New Canadians, youth and older workers; and
- Groups representing particular sectors, including health care, agricultural, restaurant and food services, office workers, oil and gas, and education sectors.

## 2.3 RESEARCH

**Models in Other Jurisdictions:** MNP conducted interviews and reviewed program descriptions, annual reports, and other information to gain insight into injury prevention models in other Canadian provinces and internationally. This information was used to identify options and learn about what has been found to be effective in other jurisdictions.

**Leading Practices:** MNP reviewed recently published information on leading practices in workplace injury and illness prevention to inform the development of the survey and other data collection instruments used throughout the stakeholder consultations.

**Business Registry:** MNP requested statistical data from the Manitoba Bureau of Statistics to determine the number of registered businesses by sector, region, and size. The source of the data is the Statistics Canada Business Registry, as collected through CRA reporting.

**WCB Registered Employers & Injury Data:** The WCB provided data regarding the number of registered employers in each of the sector divisions used by the WCB, and the respective injury rates for each sector.

## 2.4 DESIGN WORKSHOP

MNP facilitated a design workshop with members of the Steering Committee and the Stakeholder Advisory Committee to guide development of the Future State Model. The design workshop evoked feedback on components to be included in the Future State Model, including services that should be included, roles and responsibilities of various parties, governance structure, funding, and performance measures.

### **3 FINDINGS**

The following sections provide an overview of the consultation and research findings.

#### **3.1 THEMES FROM STAKEHOLDER CONSULTATIONS**

A number of common themes were derived from the employer survey, written submissions, interviews and focus groups as described below.

***Awareness and interest in safe workplaces has improved in recent years.***

Stakeholders confirmed that SAFE Work's public awareness campaign is having a positive impact on the perceived importance of workplace safety, and the overall public understanding of workplace safety appears to have improved. Manitoba workplaces are demonstrating an increasing understanding of safety and interest in ensuring effective health and safety management systems, particularly in industries where there are active safety associations.

***Safety is being increasingly integrated into operations.***

More workplaces are integrating safety as part of regular operations such as employee orientation, training and general work procedures. To be effective, a safety and health management system should not be 'another' system layered over standard work procedures, but must be embedded in the day to day activities of a workplace.

***Workplace prevention practices still need improvement.***

While progress has been made, the commitment to safety in Manitoba workplaces is inconsistent, and many believe it to be considered important only to the extent it does not impact bottom line results. This can mean insufficient investment and emphasis on workplace safety, and mixed messages to supervisors and employees.

***There is a need for leadership.***

Leadership is important at the executive level and at the industry level in order to make meaningful improvements in health and safety. A clear business case for safety is needed to generate support at senior levels and create the leadership required.

***Enforcement has not been sufficient to ensure minimum compliance.***

Stakeholders identified concerns that workplaces are not held sufficiently accountable where minimum safety and health standards are not met, with too many chances and few consequences for not addressing issues identified in inspections. There is a perception that fines have not been consistently imposed or of sufficiently high value to change employer behavior. Stakeholders also identified a need for WS&H inspectors to provide some guidance on how to address issues that are identified, which could include more of an explanation of why something is wrong, links to resource information or where to find a service provider for more extensive assistance.

***The amount of training received at all levels is not sufficient.***

The amount of training received by employees, safety and health committees/representatives, supervisors and management is not sufficient to ensure ongoing awareness and to embed a safety culture. This is a consistent concern across all industries, sizes of business and geographic regions, especially amongst supervisors and managers, and in small companies. There is also a need to provide early education regarding the basics of health and safety in the workplace before young adults enter the workforce. Health and Safety is not currently part of the standard education curriculum, and needs to be included in K-12 education as well as vocational training and post-secondary education.

***The quality and availability of training needs improvement.***

While the quality of training has improved, there is still not enough available. The quality of the content and trainers' skills also varies, and content is often not relevant to the specific workplace, or available in enough languages. There is also a lack of professional training for safety specialists within the province.

***More industry-based safety associations are needed.***

Industry-based safety associations are able to customize services and training content to the specific needs of their industry, and can be more effective in creating industry ownership of health and safety.

***More safety specialists are needed.***

The lack of advanced training available locally is contributing to a lack of safety professionals. Safety associations, non-profit organizations and employers indicated it is difficult to find well-qualified, experienced people to credibly deliver services.

***More information is needed.***

More information is needed to understand the frequency, causes and cost of injuries and illness to enable more effective prevention, and to support a clear business case for prevention of workplace injury and illness.

***Performance is not effectively measured.***

Few employers indicated any regular review or evaluation of their existing safety and health efforts or management systems, and safety and health measures are not commonly part of corporate performance indicators. Measures that do exist (days without an injury, time lost due to injury) may create potential to reduce reporting without reducing injuries. The use of the injury rate as the primary method for evaluating improvement at the provincial level, and as a means of setting assessment rates, is similarly a concern.

***Safety certification is valuable to employers.***

The requirement for COR certification in the construction industry in order to bid for larger government contracts has been instrumental in driving adoption of increasingly sophisticated health and safety management systems. The ability of COR certified employers to qualify for discounts in WCB premiums is attracting attention, and safety certification is gaining interest from other industries.

Safety standards and certification clearly define safety expectations for everyone and also provide benchmarks to measure safety performance improvements both internally and externally. Required certification forces companies to consider safety in addition to work quality and profitability, as evidenced by a demonstrated improvement in the focus on safety among industries with COR certification requirements. Achieving standards and certification shows employees that all levels of the organization are committed to safety. This

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commitment to safety can also help in recruiting personnel and attracting customers. There is some concern that small businesses may not be able to invest the time or resources to achieve certification.

### ***Certification currently does not necessarily mean safe.***

While certification can drive investment in programs, there are concerns that many companies consider safety certification a compliance exercise, with just enough in place to pass an audit, but not truly or fully implement an effective safety and health management system. There are also concerns regarding the rigor of the audit process, as well as the objectivity and competence of auditors. There is a need for accredited or approved service providers that are regularly audited *themselves* to ensure the quality and consistency of the safety certification they are awarding.

### ***More could be done to reward good performers.***

The WCB assessment rate setting model includes minimum rates within a rate code. Once an employer achieves this minimum rate, there is limited further incentive (within WCB premiums) to improve. Reductions in assessment rates alone may not be sufficient to reward or incent improved performance. There are also concerns the assessment rate model may cause behaviours targeted to reducing the rate as opposed to reducing injuries. Additional information, such as the total business case for prevention of workplace injuries and illness, and other mechanisms to recognize and reward performance, are needed.

### ***More support is needed for vulnerable populations.***

Vulnerable populations were identified as including Youth and Older Workers, Aboriginal people (particularly in remote communities), and New Canadians. A number of challenges in preventing workplace injury and illness are common to all these groups, including:

- Insufficient understanding of their rights and responsibilities;
- More likely to be employed in industries where there is a greater risk of workplace injury; and
- Hesitance to report injuries or complain about workplace hazards due to concerns over loss of employment, reluctance to deal with the bureaucracy, and a lack of trust in authority.

Other issues specific to individual groups include:

- Basic information and awareness often does not reach First Nations communities and remote locations, and services that are available to them are not available in Aboriginal languages;
- Workplace safety may be treated differently in other cultures, increasing the need for awareness training for New Canadians. New Canadians also often experience language barriers, so that workplace based training may not be sufficiently understood. Stakeholders consistently asserted that initial awareness education should be community-based;
- Youth naturally engage in higher risk activities, and may not fully appreciate the need to address a hazard. Youth may also have a short term outlook, with the view that a particular job is only temporary, and don't want the hassle of reporting hazards or injuries; and
- Older workers who are close to retirement may not want to deal with the hassle of reporting hazards or injuries. Others may blame chronic injuries on age and not seek to reduce the risk. Older workers may also have outdated ideas about what is acceptable in a workplace, and be reluctant to change longstanding practices.

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#### **3.1.1 PRIORITIES FOR IMPROVEMENT**

Overall stakeholders believe there is significant room for improvement in all components of the workplace injury and illness prevention system in Manitoba. The following were identified as priorities to be addressed in a Future State Model:

##### ***Continued investment in awareness & education***

- Early education in schools, and pre-employment safety training for new workers;
- Continued public awareness campaigns;
- More education for workplaces on their roles and responsibilities, with more focus on identifying and addressing risks; and
- Promote a holistic view of health, wellness and fitness of workers as a preventative measure to reduce risk of injury and illness.

##### ***Industry-customized services***

- More industry-based safety associations providing customized training and services relevant to the nature of risks experienced;
- Customized standards and certification for more industries;
- Better guidance on how to integrate safety into standard business operations;
- More resources for employers on why something is considered unsafe and advice on what they need to do to make the workplace safe;
- Targeted services for high risk workplaces; and
- Specific strategies for vulnerable groups particularly within industries that employ high numbers of these workers.

##### ***Better information***

- More and better statistical information regarding the types and causes of injuries;
- Metrics to measure success and improvement beyond injury rates; and
- Methods to assess the total cost of injuries and make the business case for safety.

##### ***Greater accountability***

- Increased, more consistent inspection and enforcement;
- Increased focus on regular internal assessment of health and safety management systems;
- Improved process for audit of safety programs;
- Ensure workers know their responsibility to work safely and employers understand effective ways to ensure that they do; and
- Required safety training for senior executives.

##### ***The “right” incentives***

- Incentives at all levels carefully designed to encourage the right behaviours while not encouraging undesirable behaviour; and
- Incentives to encourage employer investment in safety and health management systems, including equipment and facilities to create a safe working environment.

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### ***Better communication, coordination and collaboration between the various participants in the system***

- WCB, WS&H, industry associations, unions, community organizations, health associations all need to work together; and
- Need to improve understanding of the needs of small business and vulnerable populations.

### 3.1.2 MAJOR BARRIERS TO IMPROVEMENT

Major barriers identified by stakeholders that must be overcome to achieve *Safe Work in Every Workplace* include:

- Insufficient resources to invest in development of health and safety management systems, particularly for small businesses;
- A lack of funding to support development of industry-based programs;
- Insufficient knowledge of rights, responsibilities and how to use the system;
- Lack of understanding of the business case for investment in health and safety; perception that safety is an expense versus an investment;
- Reluctance to seek help from WCB and WS&H if it means exposure to inspection and potential penalties;
- Cultural and language barriers; and
- Insufficient enforcement.

### 3.1.3 ROLES OF SYSTEM PARTICIPANTS

Respondents to the survey clearly indicated that the preferred providers of safety services were the WCB and WS&H but the survey did not distinguish between the various services involved in the prevention system. Further exploration of certain services and providers through the focus group and interview consultation process revealed recurring themes regarding the roles of the participants in the injury and illness prevention system as follows:

***Workplace Safety & Health:*** The primary role of WS&H should be enforcement, including participation in establishing safety standards, and formal inspection of workplaces to measure compliance and enforce the rules. There was a consistent view that WS&H could do more to help explain the results of inspections, give guidance to help workplaces understand what they need to do to become safe, and who they can turn to for help.

***Workers Compensation Board:*** The primary role of the WCB should be to administer the workers compensation system, and to fund safety programs through the insurance system. WCB also should continue its successful efforts in raising public awareness to the importance of workplace safety.

While some stakeholders felt that the WCB/WS&H should have a reduced role in directly providing safety training, there was a clear indication that the WCB/WS&H, along with input from other stakeholders, should lead the efforts to establish and manage the safety standards and certification which would be the basis for safety training and education. Labour representatives indicated strong concerns that the objectivity, or balance of perspectives in safety training and education would suffer if these services were no longer provided by the WCB and/or WS&H.

***Industry Safety Associations, Labour Organizations, Community Organizations and Educational Institutions:*** All of these organizations would have some role to play in safety education and training of various participants at various levels in the prevention system, and participation of both industry and labour organizations would be important to ensure an effective balance. Industry associations and labour organizations could also assist

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workplaces in developing, implementing and maintaining health and safety management systems. Labour expressed strong concern that safety associations without labour involvement would not be sufficiently balanced.

**Private Sector/Independent Consultants:** Would provide training and consulting services to workplaces either in cooperation with or to complement services offered by industry and labour organizations, and provide independent audit and advisory services where appropriate.

### 3.2 OTHER JURISDICTIONS RESEARCH

MNP conducted interviews with the following organizations in other provinces:

- WorkSafe BC
- Alberta Employment and Immigration
- WorkSafe Saskatchewan
- Saskatchewan Ministry of Labour Relations and Workplace Safety
- Saskatchewan Workers' Compensation Board
- Ontario Ministry of Labour
- Workplace Safety and Insurance Board of Ontario
- Nova Scotia Labour and Advanced Education, Occupational Health and Safety Division.

Additional research was gathered regarding programs in Australia and New Zealand.

Highlights of the models for workplace injury and illness prevention in these other jurisdictions are provided below. Where relevant, information for Manitoba is also included for ease of reference, but is not intended to be a full representation of the services and programs provided by WCB/WSH.

*Please note, this information was accurate at the time it was collected, however may be subject to changes in programs since mid-2012.*

#### 3.2.1 COMMON FEATURES OF MODELS IN OTHER JURISDICTIONS

**Regulations focus on basic standards:** All Canadian jurisdictions have some form of legislation that establishes safety standards for work environments. These regulations generally establish the minimum required safety standards to be 'legal'. Contacts in jurisdictions interviewed indicated there is a general movement to 'raise the bar' or increase expectations for safety programs beyond minimum standards.

**Employer funded occupational safety and health:** In all jurisdictions, workplace safety and health activities are funded by employers through a general or specific levy, collected with workers compensation premiums. Certain activities are commonly user paid, such as safety certification audits.

**Injury Rate Targets:** The injury rate per 100 workers is a standard measure used by all jurisdictions interviewed, and is the primary measure used to evaluate progress in prevention of workplace injuries and illness. Most jurisdictions have identified a need to go beyond this basic measure to evaluate the success of prevention activity more effectively, including the use of leading indicators.

**Emphasis on awareness:** Active communication programs are common across all jurisdictions interviewed, including web-sites, virtual resource centers and class rooms, and social media.

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**Targeted strategies:** All jurisdictions interviewed have targeted programs to high risk sectors and/or vulnerable workers. Stakeholders from both industry and labour organizations have typically been involved in the design and implementation of these programs. An overview of these programs is provided in the table below.

Focus	Province	Description
High Risk Industries/Sectors*	BC	<ul style="list-style-type: none"> <li>Multi-disciplinary teams (WSBC, associations, employers, labour) focus on targeted high risk sectors, develop industry specific prevention strategy</li> <li>Dedicated prevention officers/specialists assigned to each sector, may consult directly or facilitate through associations</li> </ul>
	AB	<ul style="list-style-type: none"> <li>Targeted Toolkits, recommended best practices, plans, etc. for specific industries, small businesses</li> </ul>
	MB	<ul style="list-style-type: none"> <li>SAFE Work Coordinators assigned to some industries/sectors, may consult directly or facilitate through associations</li> </ul>
Higher Risk Workplaces	BC	<ul style="list-style-type: none"> <li>Targets small/medium workplaces with a higher than average injury rate</li> <li>Prevention officers audit programs, may provide assistance or resources to assist with implementation</li> </ul>
	SK	<ul style="list-style-type: none"> <li>Target 20 high risk employers to develop and implement specific workplace initiatives</li> </ul>
	MB	<ul style="list-style-type: none"> <li>Data reports and consulting to workplaces with high injury rates to assess and improve safety programs</li> </ul>
	ON	<ul style="list-style-type: none"> <li>Specific training, group programs for small business</li> </ul>
	NS	<ul style="list-style-type: none"> <li>Priority employer program</li> </ul>
Vulnerable workers	BC	<ul style="list-style-type: none"> <li>Apprenticeship portal with resources for employers, teachers, and students in specific industries</li> <li>Joint initiative with Government of Mexico to create training programs for seasonal/foreign workers</li> </ul>
	AB	<ul style="list-style-type: none"> <li>Targeted toolkits for youth</li> </ul>
	SK	<ul style="list-style-type: none"> <li>Partner with K-12 educational, post-secondary institutions systems to integrate health and safety into the curriculum</li> <li>Work with employers and safety associations in industries with high numbers of youth injuries to introduce injury prevention programs for youth</li> </ul>
	MB	<ul style="list-style-type: none"> <li>Targeted resources</li> <li>Funding for Safe Workers of Tomorrow (WCB &amp; WS&amp;H)</li> <li>Young and New Worker Safety and Health Coordinator (WS&amp;H)</li> <li>Resource materials translated into multiple languages</li> </ul>
	NS	<ul style="list-style-type: none"> <li>Grade 9 Curriculum</li> </ul>

**\*Note:** “Sector” is a common term used across jurisdictions to indicate some grouping of industries, or a sub-group within an industry. The name of a particular sector and what is included in it may vary widely.

**Industry/Safety Association Partnerships:** While the extent of activity varies, all jurisdictions interviewed have active partnerships with industry/safety associations to deliver prevention services. While there may be other organizations that provide these services in each province, the table below describes only funded partnerships.

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Province	Participation	Comments
<b>BC</b>	Partners with/funds 12 safety associations and 29 health and safety initiatives (e.g., Health and Safety in Action in Healthcare)	<ul style="list-style-type: none"> <li>• Industry associations and partners are the main providers of prevention services, certification</li> <li>• Associations are accountable for services to WSBC and must have an effective governance/organizational model</li> <li>• Funded through special levy on premiums, determined by rate group and classification</li> </ul>
<b>AB</b>	Partners with/funds 13 safety associations	<ul style="list-style-type: none"> <li>• Safety associations deliver the majority of programs and services</li> <li>• All funded safety associations are also certifying partners</li> <li>• Funded through special levy on assessment premiums to support safety activity</li> </ul>
<b>SK</b>	Partners with/funds seven health and safety associations	<ul style="list-style-type: none"> <li>• Working to expand codes/consolidate associations</li> <li>• Funded through levy on associated rate code</li> <li>• Annual meetings to review association strategies, plans</li> </ul>
<b>MB</b>	Administer levy for four industry safety associations	<ul style="list-style-type: none"> <li>• WCB collects a levy on behalf of some industries that have elected to form a safety association to fund programs</li> <li>• Funding assistance is provided to other prevention activities (e.g., Safe Workers of Tomorrow)</li> <li>• Associations are accountable for services to WCB and must have an effective governance/organizational model</li> </ul>
<b>ON</b>	Four (combined) associations	<ul style="list-style-type: none"> <li>• Amalgamation of 12 safety associations into four in 2009 intended to achieve efficiencies, enabling more funding to be focused on direct service delivery</li> <li>• Annual business planning requirements for funding</li> <li>• Funded through general assessment premiums</li> </ul>
<b>NS</b>	Partner with/funds six safety associations	<ul style="list-style-type: none"> <li>• Funded through special levy</li> <li>• NS Health funds health safety organization</li> </ul>

### 3.2.2 VARIATIONS AMONG MODELS IN OTHER JURISDICTIONS

**Structure and roles:** The structures and respective roles for regulatory enforcement, prevention, and workers compensation vary among the provinces. Some are combined within one organization, such as in B.C. In Alberta and Saskatchewan enforcement activity is performed through a government department, separate from workers compensation. Prevention activities are combined in different ways between the respective organizations.

**Extent of industry coverage:** In B.C. and Alberta, the percentage of the workforce subject to mandatory coverage under workers compensation legislation is higher, at 87% in Alberta and 95% in B.C. Coverage is lower in the other jurisdictions interviewed, ranging from approximately 71% to 75%<sup>1</sup>. In Manitoba and Saskatchewan coverage is

<sup>1</sup> AWCBC Key Success Measures report query. <https://aoc.awcbc.org/KsmReporting/ReportDataConfig>

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approximately 73-75%. As prevention activities are also generally funded through a levy on covered employers, wider coverage also widens the ability to engage employers and the base for funding prevention activities. A higher extent of coverage will also reduce the reported injury rate in a jurisdiction, as the covered workforce will include more low risk sectors.

**Extent of Programming:** The extent of direct prevention services and programming, as well as the extent of funding for programs delivered through associations varies by province.

**Voluntary standards and certification:** B.C, Alberta and Nova Scotia have established additional voluntary standards for health and safety management systems, and will certify or recognize certification of employers that have demonstrated their achievement of these standards through an audit process. These programs do not include standards for training content or safety service provider qualifications.

**Use of Incentives:** BC, Alberta, Ontario, Manitoba and Nova Scotia use premium discounts to encourage development of safety programs. Discounts are generally available to workplaces with some form of safety certification, or in Ontario, for participation in certain activities. Audit processes are typically administered by associations.

Province	Program	Incentive	Comments
BC	Certificate of Recognition (COR) Program	10% premium discount, plus up to 5% for return to work program	<ul style="list-style-type: none"> <li>Administered by nine certifying partners (safety associations)</li> </ul>
AB	COR Program	Up to 20% premium discount	<ul style="list-style-type: none"> <li>Administered by 13 certifying partners (safety associations)</li> <li>Certificate co-signed by Alberta Employment &amp; Immigration</li> <li>On Site Audit Review - follow up review to audit the audit process, hold auditors accountable</li> </ul>
MB	COR Program	Up to 5% discount (10% first year)	<ul style="list-style-type: none"> <li>Recognition of COR certification established and administered by construction industry</li> </ul>
ON	Safe Communities Incentive Program for Small Business  Safety Groups Program  Workwell	Up to 10% rebate   Premium surcharge if score below 75%	<ul style="list-style-type: none"> <li>5% rebate for participating in classroom training, creating a health and safety action plan</li> <li>Up to an additional 5% rebate after four in-class sessions and submit health and safety policy and self evaluation checklist</li> <li>Sponsor led groups set targets, implement action plan. Group can receive a rebate based on entire group's success</li> <li>WSIB conducts on-site health and safety evaluations on higher risk employers; applies surcharge if score below 75%</li> </ul>
NS	WCB Safety Certified	Practice Incentive Rebate Program (select industries)	<ul style="list-style-type: none"> <li>Certification is available to all industries; required for participation in Practice Incentive Rebate program (available to Trucking &amp; Construction industries).</li> </ul>

### 3.3 DESIGN WORKSHOP

The Steering Committee and the Stakeholder Advisory Committee worked together to consider how to reflect the consultation findings, information on other models, and their own experience in the design of the Future State Model. The following represents the highlights of key design components arising from the workshop.

***Services and attributes important for the future state system:***

- Clear, easily-understood system;
- Addresses the unique requirements of each industry sector, different sizes of business and particularly vulnerable groups within the system;
- More and better training for all participants at all levels;
- Workplace safety as a part of the curriculum in all levels of the education system;
- Better information on the true cost and benefits of injury and illness prevention;
- Effective incentives to help influence positive behavior; and
- A central public entity that provides leadership, stewardship, and coordination.

***Key participants and their respective roles and responsibilities should include:***

- **Workplace Safety & Health** – Responsible for the development and enforcement of regulations and minimum standards, with active response where needed to address compliance as well as confirmation where performance is satisfactory;
- **Workers Compensation Board** – Administer workers compensation system and provide funding for prevention as well as a source for data, performance analysis;
- **SAFE Work Manitoba** - Promote safety, provide leadership, and coordinate the development and delivery of safety standards, training and programs;
- **Chief Prevention Officer** - provide leadership and coordinate activities of the other participants;
- **Industry Associations/Labour Organizations/Safety Service Providers** – Work cooperatively within sectors to provide training and consultative services to help employers and their employees develop, implement and operate effective prevention systems;
- **Professional Safety Organizations** – Provide subject matter expertise for safety certification and training; and
- **Other Government Departments (Education)** – Incorporate workplace safety and health in the education curriculum, demonstrate leadership in own health and safety activities.

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### ***Structure and governance features:***

- SAFE Work as an independent entity that is focused on prevention
- A leadership role for the CPO in association with SAFE Work
- Elevated importance and visibility of the prevention mandate, and
- Public accountability, but arms length from government.

### ***Options for funding of the prevention system:***

- General levy as part of all WCB premiums;
- Specific levies on WCB premiums that vary by sector to support the prevention strategies developed within each industry sector;
- A special levy on all workplaces to support prevention activities (whether or not subject to mandatory workers compensation coverage); and
- User fees for specific services.

### ***Performance Measurement***

Measuring success of the prevention system should include a combination of leading and lagging indicators that go beyond the current focus on injury rates to be able to measure truly whether Manitoba workplaces are becoming safer.

## 4 FUTURE STATE MODEL

### 4.1 INTRODUCTION

The following describes the proposed Future State Model for Prevention of Workplace Injury and Illness in Manitoba. It is based on stakeholder input, leading practices from other jurisdictions, and practices for effective organizational design.

This Future State Model anticipates active involvement and participation of many organizations and individuals throughout the province. It defines a clear role for SAFE Work as the central entity to provide leadership and stewardship, elevate the quality and consistency of services for prevention of workplace injury and illness, and support the involvement and participation of stakeholders to enable effective action.

### 4.2 PURPOSE & OBJECTIVES

The most basic purpose of the Future State Model is to prevent workplace injuries and illness. To achieve this overall goal, there are a number of critical success factors, which have become the objectives of the Future State Model, as illustrated below:

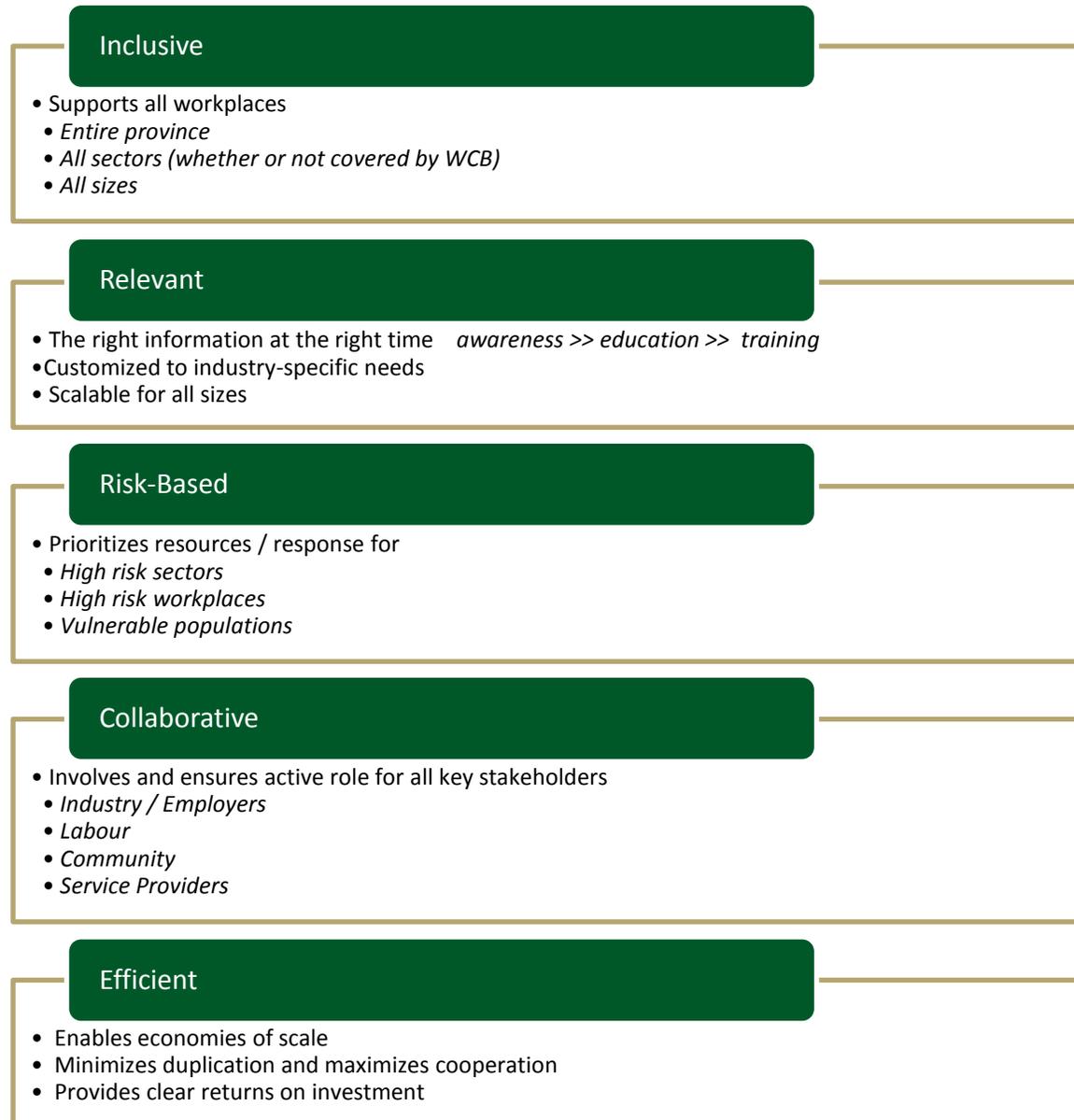
FIGURE 4 - GOAL & OBJECTIVES OF THE FUTURE STATE MODEL FOR PREVENTION OF WORKPLACE INJURY & ILLNESS



### 4.3 PRINCIPLES

The development of the Future State Model was guided by the following set of principles:

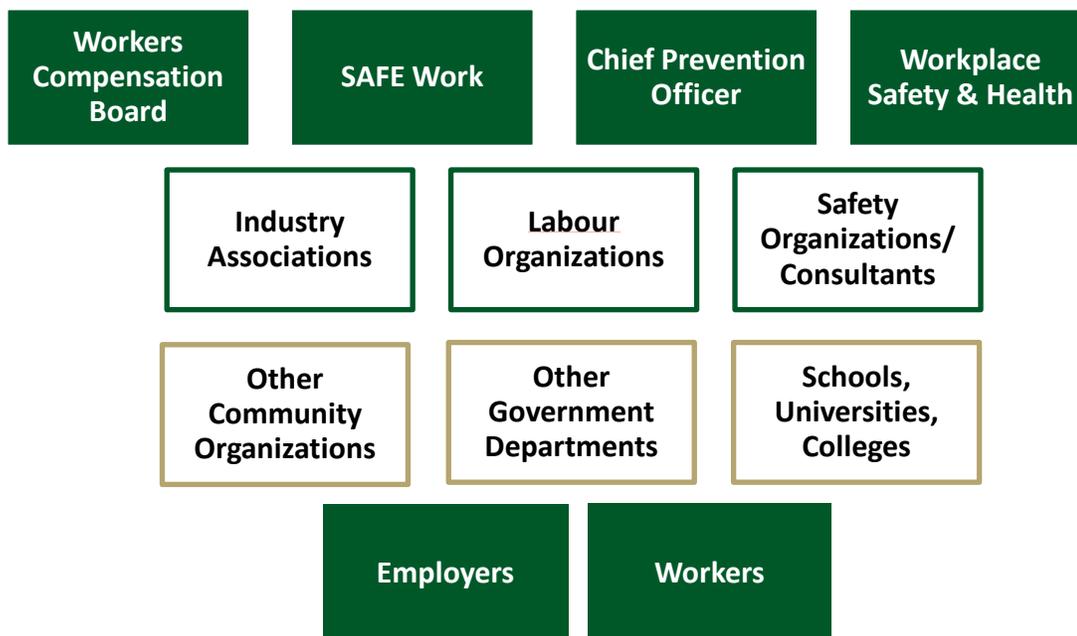
FIGURE 5 –PRINCIPLES UNDERLYING THE FUTURE STATE MODEL



#### 4.4 PARTICIPANTS WITH AN ACTIVE ROLE IN THE FUTURE STATE MODEL

Prevention of workplace injury and illness cannot be accomplished by any one group or organization, and many have been involved and working to support workplace health and safety for many years. Some have a specific mandate or responsibilities under legislation (shown with green background on the figure below) or have an active interest on behalf of their members or clients (outlined in green). Other organizations would have an increased role under the proposed Future State Model (shown outlined in gold below). The following is a description of these organizations and their current respective roles:

FIGURE 6 - PARTICIPANTS IN THE PREVENTION OF WORKPLACE INJURY & ILLNESS



**Workers Compensation Board:** The Workers Compensation Board of Manitoba (WCB) provides income replacement to injured workers, vocational rehabilitation services, return to work assistance, and ensures responsible financial stewardship of funds collected from employers for these purposes. The WCB also assists workplaces in strengthening their disability management programs by working collaboratively to identify opportunities to improve existing programs and introduce new approaches through training and consulting assistance. Since 2006, the WCB has also had a mandate to engage in activities to prevent workplace injuries and illness. These activities are primarily carried out through SAFE Work Services (see below), however several departments within the WCB have an active role in supporting prevention activity (communications, research, grant programs, sponsorships, etc.).

**SAFE Work:** SAFE Work Manitoba is a joint program of the WCB and WS&H intended to support the Joint Injury and Illness Prevention Strategy. SAFE Work Services (SWS) is staffed as a unit within the WCB organization, and provides information and some limited training and consulting to registered employers. The WCB/SAFE Work promotes safety through public advertising campaigns, prevention materials and resources accessible through its website at [www.safemanitoba.com](http://www.safemanitoba.com). SAFE Work also liaises with safety associations funded through levies, participates in outreach activities in conjunction with the various safety organizations and educational institutions,

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and promotes programs delivered by partner organizations, such as Safe Workers of Tomorrow, Safe Retail, Safe Farms, etc.

**Chief Prevention Officer:** The Chief Prevention Officer was appointed by the Minister of Family Services & Labour to lead a review of provincial workplace safety and health services to provide clear direction on injury prevention priorities, address stakeholder concerns, and improve the safety of Manitoba workplaces. The position was designed to enhance co-ordination of prevention initiatives between the Workplace Safety & Health and the Workers Compensation Board, and to continue to improve Manitoba's workplace injury and illness prevention strategy. The responsibilities of the Chief Prevention Officer were identified as:

- Overseeing development and implementation of the WS&H – WCB Joint Injury and Illness Prevention Strategy;
- Ensuring public awareness and prevention activities promote understanding of and compliance with WS&H enforcement efforts; and
- Ensuring delivery of effective public-awareness programs and prevention activities.

**Workplace Safety and Health:** The Department of Family Services and Labour, Labour Programs - Workplace Safety & Health (WS&H) is responsible for the administration of The Workplace Safety and Health Act and its three associated Regulations, the Workplace Safety and Health Regulation, Operation of Mines Regulation and the Administrative Penalty Regulation. WS&H conducts workplace inspections and incident investigations focused on ensuring legislative compliance. In addition, WS&H provides education and training for safety and health committees and representatives, as well as support and resources for developing and maintaining appropriate safety and health systems. WS&H also has client service personnel available to answer questions, address concerns and receive serious incident reports.

**Industry Associations:** Most industries in Manitoba have some form of industry association to represent and advance the interests of their members. Some of these associations have become involved in delivering safety and health information and training, or have established dedicated safety programs, such as the Construction Safety Association of Manitoba, Manitoba Heavy Construction Association Work Safely Program, Agricultural Manufacturers of Canada (AMC) Safety Program, Safe Hospitality, Mines Accident Prevention Association, Canadian Agricultural Safety Association, and Retail Safety Council. The extent of activity and services offered by these organizations varies, and may include training, consulting, resources and COR certification. The first four of these programs listed above are funded through a levy administered on behalf of the industry by the WCB.

**Labour Organizations:** Organized labour in Manitoba is represented by a number of different unions. The Manitoba Federation of Labour is the province's central labour body, chartered by the Canadian Labour Congress to represent the interests of affiliated unions in Manitoba. The MFL provides health and safety education for union members, and hosts an annual health and safety conference as well as advocating on behalf of members on related issues. The Manitoba Government and General Employees' Union and United Food and Commercial Workers Union also provide health and safety training, as well as services to support union members related to injury prevention and workers compensation. Similar services may also be offered by other labour organizations.

**Safety Organizations/Consultants:** Safety organizations include the Canadian Society of Safety Engineering and the Incident Prevention Association of Manitoba. These organizations promote injury prevention and occupational health and safety through seminars and conferences. The CSSE also offers a Certified Health and Safety Consultant designation and courses for safety professionals. Safe Workers of Tomorrow, funded primarily by WCB and WS&H

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is another not-for-profit organization that provides presentations, resource materials and information targeted to schools and career fairs to create awareness for safe and healthy workplaces. Private businesses also provide safety training, consulting and auditing services on a fee for service basis. Safety Services Manitoba is a not-for-profit organization that also offers a range of fee for service occupational health and safety training and consulting services.

**Other Community Organizations:** Many different community organizations provide services to or represent the interests of groups within the community. Some of these organizations represent segments of the population that may be particularly vulnerable to workplace injury and illness, including seniors, youth, aboriginal people, recent immigrants, and temporary workers. Engaging these organizations is important to ensure information, training and services to prevent workplace injury and illness are accessible, relevant, and useful for all Manitobans.

**Other Government Departments:** Beyond Workplace Safety & Health and the WCB, other government departments also provide services to employers and workers, and may offer services to specific industries or populations that are also a focus for prevention of workplace injury and illness. For example, Manitoba Agriculture, Food & Rural Initiatives provides services for the agricultural industry; Entrepreneurship, Training and Trade provides labour force development and employment services; the Companies Offices registers new businesses; the Department of Education oversees education for Manitoba's youth, etc. Engaging these departments will provide a broader reach and more fully embed a culture of safety throughout the province.

**Educational Institutions:** Education is delivered in Manitoba through the K-12 school system, universities, colleges, and private vocational and technical schools. These institutions have a fundamental role in preparing youth for the workforce. Currently there is limited workplace health and safety information in the general curriculum. Safe Workers of Tomorrow has developed and delivers some content in the classroom. Red River College also delivers an eight-month Occupational Health and Safety certificate program for occupational health and safety practitioners. Educational institutions will be important participants in ensuring an understanding of workplace safety and health is part of preparation for general employment, as well as providing access to advanced technical training for occupational safety and health.

**Employers:** Employers have legal responsibilities to ensure a safe workplace. These include taking necessary precautions to ensure the safety, health and welfare of workers, providing and maintaining a safe workplace, equipment, tools and systems, ensuring all workers are aware of hazards and necessary precautions. Employers must provide competent supervision, provide necessary training to protect workers' safety and health before they begin a new job, and ensure others are not exposed to safety or health risks due to activities of the workplace. Employers must also consult with or cooperate with workplace safety and health committees or representatives and other people on workplace safety and health matters.

**Workers:** Workers in Manitoba have rights protected by law related to safety and health in the workplace. These include the right to know about hazards and necessary precautions to prevent injury or illness, the right to participate in safety and health activities in the workplace, the right to refuse any task reasonably believed to be dangerous to safety and health. Workers are also protected under the Workplace Safety and Health Act from discriminatory action for exercising these rights. Workers also have responsibilities to take reasonable care to protect themselves, use personal safety equipment properly, cooperate with workplace health and safety committees or representatives, and other persons in the workplace regarding workplace safety and health matters.

#### 4.5 SERVICES NEEDED FOR PREVENTION OF WORKPLACE INJURIES AND ILLNESS

Effective prevention of workplace injury and illness requires a range of services and activities. These are highlighted in the figure below, and described in the following section.

FIGURE 7 - SERVICES TO PREVENT WORKPLACE INJURIES & ILLNESS



**Training:** The purpose of training for prevention of workplace injury and illness is to develop the required knowledge and skills in workers, employers and supervisors to understand their respective rights and responsibilities, how to identify and address risks in the workplace, and to embed a safety culture.

Training is generally delivered to people active in a workplace, and may take the form of an orientation for new employees, one-time training on new equipment, or ongoing annual training. Topics may have a broad or narrow focus, and include such things as the safe use of specific equipment or handling of hazardous materials, how to investigate and respond to incidents or near-misses, or management training on how to ensure an overall effective safety system and why it is important. Components of training include the course content, supporting resource materials and delivery.

Important qualities of training include accurate, complete content relevant to the industry/workplace and audience, delivered in a timely manner by skilled and knowledgeable trainers. Accessibility of the information is also important, including forms and languages to maximize participant understanding. As implied above, training is important for all people in a work place, including front line workers and supervisors, safety and health committees/representatives, and all levels of management.

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**Education:** The purpose of education in prevention of workplace injury and illness is to create a foundation of knowledge and foster a commitment to workplace safety before individuals enter the workplace. This may range from educating youth/students on their rights and responsibilities and the basics of workplace safety and health, to educating management professionals on the business case for prevention and operational design to minimize hazards, to advanced technical education for safety professionals. Similar to training, education requires curriculum or course content, resource materials and delivery.

As education is often delivered within public institutions, curriculum or course content must often be approved and recognized as a priority for inclusion by the institution or educational system. Also similar to training, education curriculum content must be accurate and complete, relevant and accessible to the specific group of students. Instructor understanding and commitment to the subject matter is also important.

**Standards/Certification:** Standards provide rules, guidelines or characteristics for activities or their results, generally to achieve a certain level of quality or performance. Certification provides third party confirmation that a program, activity or individual meets the desired standards. The purpose of standards for prevention of workplace injury and illness would be to create a consistent understanding of what constitutes an effective workplace safety and health system, audit process, training course content, and service provider qualifications. Certification to these standards would help employers select effective training and service providers, and provide both internal and external confirmation that the employer continues to ensure a safe workplace. Components of this activity include establishing or adopting standards for the respective activity, auditing/testing or otherwise reviewing proof of compliance with the standards, and providing the certification to confirm compliance with the standard.

**Safety and Health System Support:** The purpose of safety system support services is to provide expertise and assistance to help employers develop and deliver top quality, industry relevant safety systems in the workplace. These services may include general information/advice and referrals, resource materials for use in the workplace, support for health and safety committees/representatives, or consulting services to develop or refine and effectively implement workplace safety systems. Important considerations for these services would include a consistent understanding of what constitutes effective systems, relevance to the specific activities and size of the workplace(s) involved, and service provider qualifications.

**Regulatory/Enforcement:** The general purpose of regulations and enforcement activity is to establish the minimum health and safety requirements and ensure compliance with minimum requirements in all workplaces. Supporting activities include workplace inspections and incident investigations. Employers, supervisors, safety and health committees/representatives, workers, independent contractors and general contractors all have responsibilities within the current regulatory environment. Workplace Safety & Health is responsible for regulatory enforcement activities in Manitoba.

**Data, Analysis and Research:** The purpose of collecting and analyzing data for prevention of workplace injury and illness is to monitor individual, industry, and province-wide performance, identify high risk areas, and evaluate the impact of investments in workplace injury and illness prevention. Beyond analysis, to be useful data must often be interpreted to become 'information' – to help understand what can be learned from it and how the information can be applied.

While research involves data collection and analysis, it is generally focused on answering a specific question. It may be done to test theories or expand on past work on a topic. For the purpose of promoting prevention of workplace injuries and illness, this may include collecting evidence from other parts of the world or designing and

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testing a specific prevention activity locally (e.g., early education on safety and health). Research is also useful to identify options, unique solutions, or proven practices to learn from others' experience.

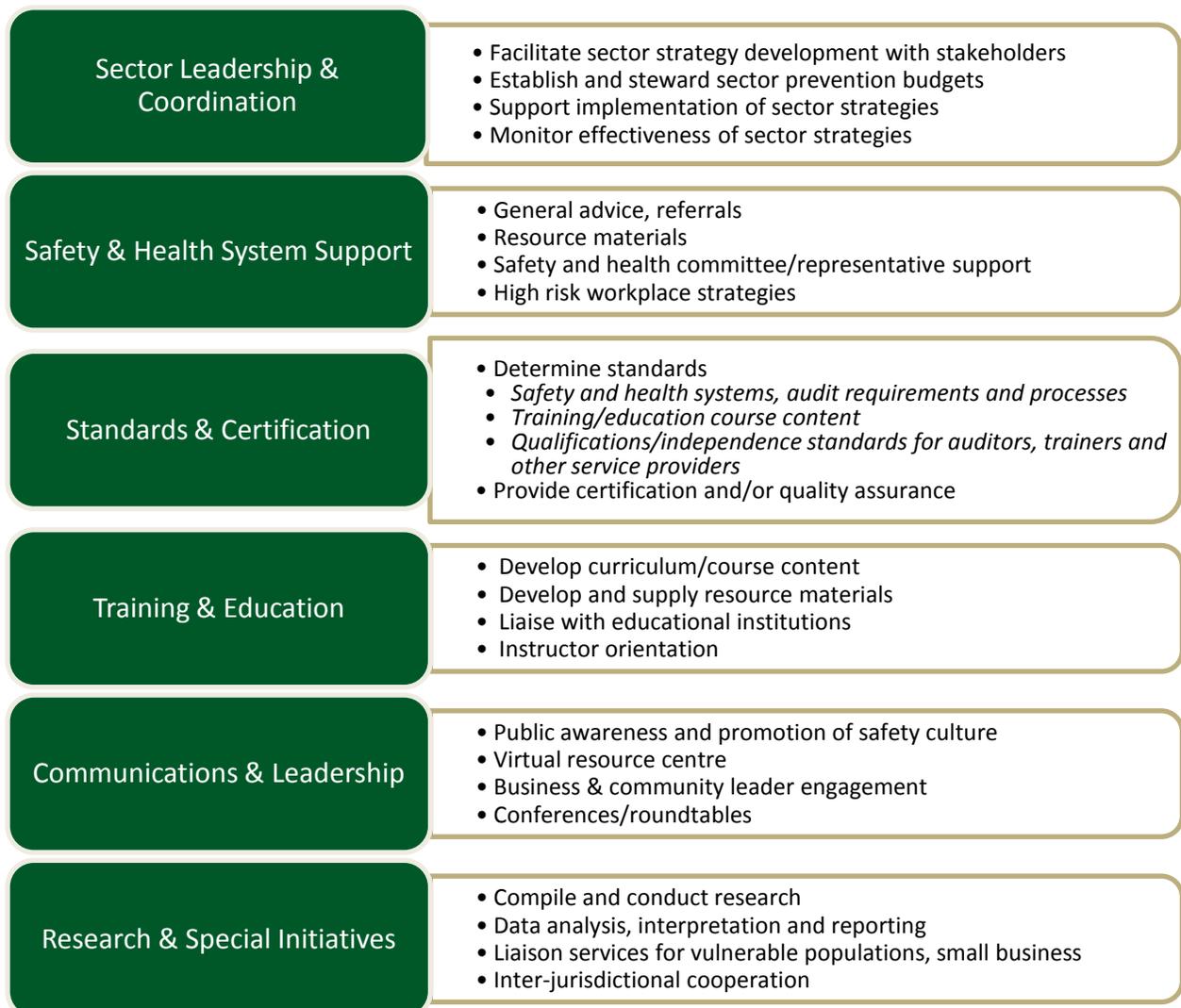
**Communication and Awareness:** The purpose of communication for prevention of workplace injury and illness is to develop awareness of respective rights and responsibilities, and the importance of workplace safety. It is also important to entrench a culture that values and promotes safety in all workplaces. This may include information to ensure all individuals are aware of their rights and responsibilities related to workplace health and safety, and are able to recognize risks or hazards. It may also be focused on developing awareness of *why* prevention is important, for example the personal, social, and business impacts of workplace injuries and illness, and the related business case for safety.

**Leadership:** Achieving the overall goal to prevent workplace injuries and illness in Manitoba requires the collective and combined efforts of many organizations and individuals. Where many people are involved, effective leadership can make the difference between many individual efforts with limited result, and a collective effort that achieves great things. Leadership in preventing workplace injuries and illness is important to promote the participation and cooperation of key stakeholders to generate ownership, improve the penetration and quality of injury prevention, promote learning and best practice, and create significant change and an overall safety culture in the province of Manitoba. Leadership is also important to ensure all industries in Manitoba have the benefits of a clear and well-designed strategy, and relevant, accessible services to support workplace health and safety.

#### 4.6 SAFE WORK – LEADING PREVENTION OF WORKPLACE INJURY AND ILLNESS IN MANITOBA

The Future State Model anticipates the involvement of all of the participants previously identified for effective delivery of the required services. The consultation processes to support development of a Future State Model indicated general consensus that a central entity is needed to provide the necessary leadership, coordination and stewardship for the Future State Model. Stakeholders also viewed this as an important role for the public sector, and connected this central and key role with SAFE Work, as an expanded and elevated organization. An overall matrix of services, participants, and their anticipated role in the Future State Model is attached as Appendix A.

An overview of functions and related services proposed for SAFE Work is illustrated below, followed by a more detailed description. Prevention activities and services currently offered by WS&H and the WCB would be consolidated within SAFE Work.



#### 4.6.1 SECTOR LEADERSHIP AND COORDINATION

Many industries, several of which may be considered high risk, currently do not have the benefits of an overall strategy or customized, relevant services to support prevention. Many individual industries are too small to support development of customized infrastructure and services on their own. A key role of SAFE Work would be to facilitate cooperation of industries with similar needs to enable development of these services at a sector level. A further aspect of this would be to facilitate participation and support the cooperation of participants and stakeholders within the sector. Specifically, SAFE Work would perform the following:

- Establish groupings of industries into sectors with similar needs (e.g., similar risks or hazards in the workplace) and that enable sufficient scale to develop customized services;
- Engage stakeholders and facilitate cooperative action among all stakeholders, but particularly including labour and industry together, to develop a balanced prevention strategy specific to the needs of each sector (e.g. as a Sector Steering Committee or Sector Stakeholder Council). SAFE Work would ensure each sector's strategy is sufficiently comprehensive, including a means of providing all of the required services, reflects best practices and a balanced perspective, and enables an efficient approach. Stakeholders would determine the most effective structures and delivery mechanisms suited to the industry. For example, this may include establishing an association or expanding existing structures to directly deliver services, or creating and coordinating a network of service providers;
- Determine the funds required to support each sector strategy, facilitating stakeholder discussions to ensure a balance of impact and benefit to the industry;
- Steward the disposition of funds to sectors, including ensuring responsible accountability mechanisms are in place for the management of funds and reporting;
- Support implementation of sector strategies by facilitating connections with other organizations or service providers, sharing information, facilitating stakeholder cooperation and involvement, and acting as an ongoing resource to the sector; and
- Monitor effectiveness of sector strategies through submitted reports, collection and analysis of data, and stakeholder feedback.

#### 4.6.2 SAFETY & HEALTH SYSTEM SUPPORT

Many providers offer services to assist in the development, implementation or review of safety and health management systems. While the ability to customize these services to ensure relevance to the work place and effective integration into general work practices are important success factors, a basic foundation is also important.

SAFE Work would help workplaces understand standards for effective management systems, develop resource materials, and provide general information/advice to employers and/or orient them to available resources and service providers with expertise in their sector. SAFE Work would also provide support for Safety & Health Committees/Representatives, including training, resource materials, and ongoing advice.

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### **4.6.3 STANDARDS & CERTIFICATION**

SAFE Work would develop standards for effective workplace safety and health systems in consultation with WS&H, audit tools and processes, training course content, and service provider qualifications to ensure a minimum level of quality across all industries and to promote continuous improvement. Part of the process for developing these standards may include review and adoption of existing standards (e.g., COR or CSA designation).

SAFE Work Certification would allow employers to choose training and service providers that meet these standards, and provide both internal and external confirmation that effective workplace health and safety management systems are in place. Establishing standards for the audit process and certification (or approval) of audit providers will help to ensure the audits are objective and the management systems have been implemented in a meaningful way.

### **4.6.4 TRAINING & EDUCATION**

SAFE Work would continue to deliver training currently provided by SWS or WS&H, such as Health & Safety Committee/Representative training as well as other select courses for strategic purposes. WS&H would continue to offer workshops on changes to health and safety legislation as they occur. Expanded, sector-customized training would be developed and delivered according to the respective sector strategy established by the stakeholder sector councils.

SAFE Work would establish standards for training content to be delivered by employers or other service providers, for example information to be covered in orientation, supervisor, or safety and health committee/representative training at various levels. It may also directly develop content and resource materials for training courses or school curriculum, or make available endorsed content developed by other organizations.

SAFE Work would work with educational institutions to encourage and enable delivery of safety and health content in school curricula. This support may include instructor orientation to provide the necessary background and understanding for instructors to effectively deliver content in the school system.

### **4.6.5 COMMUNICATIONS & LEADERSHIP**

While communication and awareness is a function all participants can support, SAFE Work would continue to have the primary role to conduct public awareness campaigns across all forms of media. The SAFE Work web-site would continue to be the authoritative central resource for information and materials to support learning and effective workplace safety and health management systems.

A further expanded role for SAFE Work would be to directly engage business and community leaders to develop a broad commitment to the principles of prevention at senior levels within the province, and encourage extension of this leadership across all industries. SAFE Work is also positioned well to conduct conferences and roundtables or deliver presentations at industry events in cooperation with other stakeholders to further support awareness, knowledge sharing and commitment throughout the province.

### **4.6.6 RESEARCH & SPECIAL INITIATIVES**

Many organizations already collect data, e.g., the WCB collects statistics on injuries and illness, WS&H collects statistics on workplace inspections and enforcement activities, and associations collect data relevant to their

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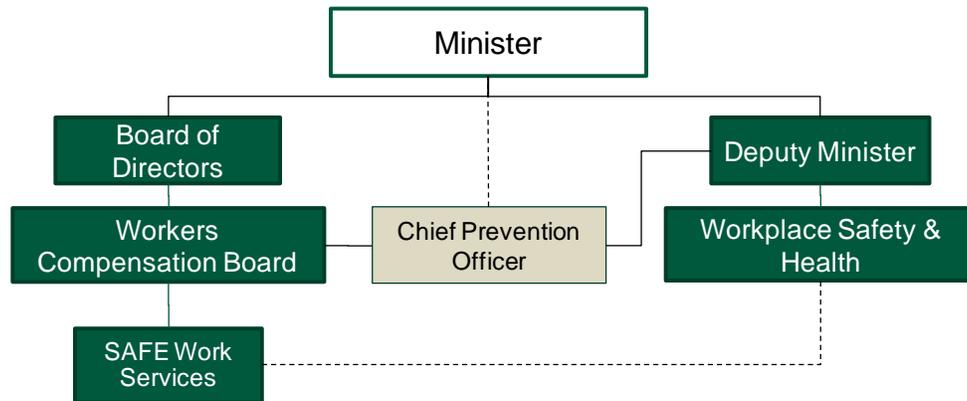
industries. SAFE Work would gather and use this data to monitor performance of the overall system, and identify areas for priority action. It would also interpret and communicate this data to enable all stakeholders to better focus prevention activity. SAFE Work may also compile or directly conduct research to advance understanding regarding effective prevention of workplace injury and illness.

SAFE Work would also liaise with other jurisdictions, and may work cooperatively on joint initiatives, or help to transfer knowledge gained elsewhere to Manitoba. SAFE Work may also conduct special initiatives to support particular objectives, such as targeted programs for vulnerable populations, small business, etc.

## 4.7 GOVERNANCE

In the existing state, SAFE Work Manitoba is a joint initiative of the WCB and WS&H to promote prevention of workplace injury and illness, with direction provided by the Joint Injury and Illness Prevention Strategy. SAFE Work Services is currently an organizational unit within the WCB, as shown below. The Chief Prevention Officer has a direct reporting relationship with both the CEO of the WCB and the Deputy Minister of the Department of Labour.

FIGURE 8 - CURRENT GOVERNANCE STRUCTURE



Advantages of the current structure include integration of SAFE Work Services and the Chief Prevention Officer with existing structures, the benefits of senior leadership and the capabilities of a larger organization supporting SAFE Work Services, and a strong link with the WCB and its various activities to support prevention.

Conversely, this creates some challenges due to the subordinate position of SAFE Work Services within a large organization designed to deliver another service (workers compensation). Stakeholders indicated the current structure can be confusing, with a lack of clarity regarding the respective roles and responsibilities for prevention activities, with some perceptions of overlap. The dual reporting relationship of the Chief Prevention Officer provides channels of communication to each organization, but little formal influence, and unclear accountability. The position of both SAFE Work Services and the Chief Prevention Officer also provide little visibility or independent authority.

A number of options have been developed to support the goals and objectives of the Future State Model, with the further objectives of:

- Clear mandates and accountability;
- Elevated visibility, profile for prevention mandate;
- Ease of understanding;
- Clear mechanisms for stakeholder access and accountability; and
- Efficiency.

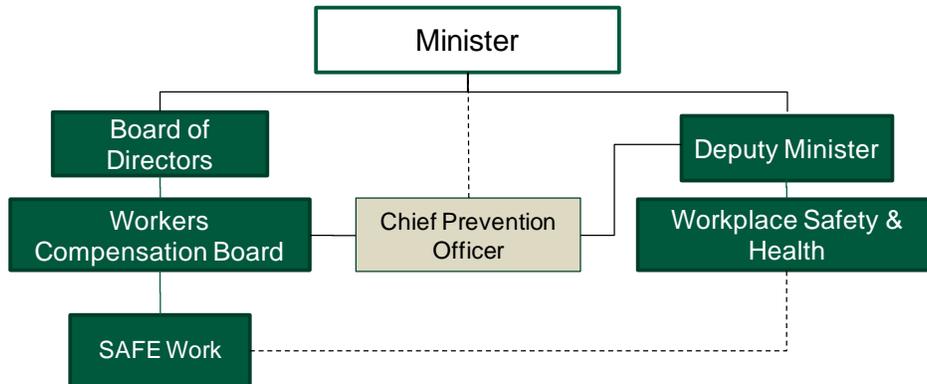
Each option has its own advantages and disadvantages, as outlined below.

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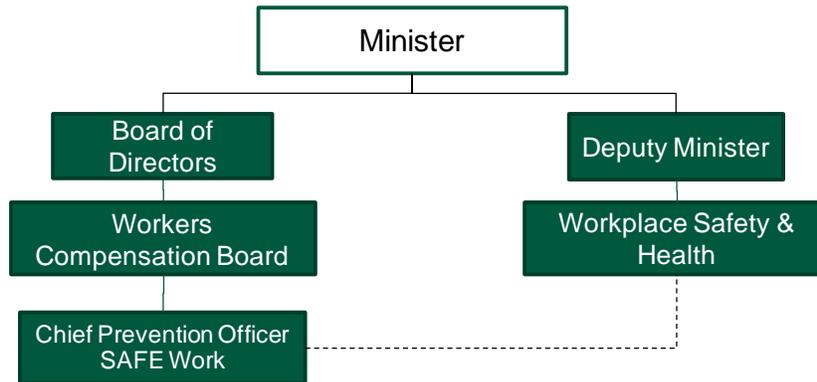
**4.7.1 STRUCTURE OPTION 1: CURRENT STATE, REFINED**

- SAFE Work Services remains a division of the WCB, elevated from a unit to the executive level
- Re-aligns and clarifies role with transfer of prevention activity from WS&H to SAFE Work
- Option 1A maintains current position for Chief Prevention Officer
- Option 1B establishes Chief Prevention Officer as head of SAFE Work Services

**FIGURE 9 - STRUCTION OPTION 1A**



**FIGURE 10 - STRUCTURE OPTION 1B**



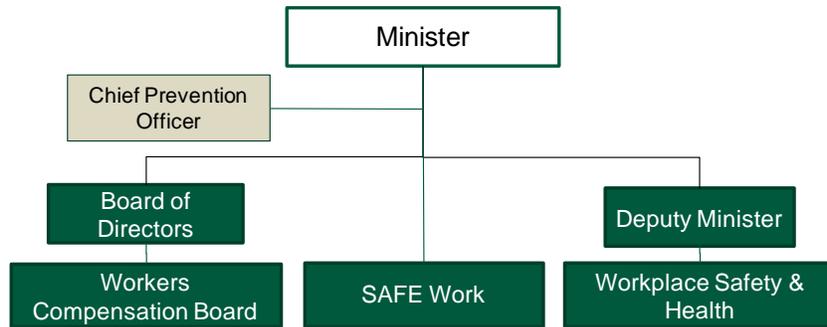
Structure Option 1	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Improved role clarity between SAFE Work/WCB and WS&amp;H</li> <li>• Maintains Prevention with Return to Work in one organization</li> <li>• Minimal organizational change; easier to implement</li> <li>• CPO Leading SAFE Work is easy for stakeholders to understand (1B)</li> <li>• Funding, incentives, stewardship all within one organization</li> <li>• Organizational efficiency (additional cost related only to additional services)</li> </ul>	<ul style="list-style-type: none"> <li>• Dual mandates within one organization               <ul style="list-style-type: none"> <li>○ In-complete role clarity for stakeholders; interaction related to workers compensation role may influence interaction for prevention</li> <li>○ Still potential to be over-shadowed by larger compensation function</li> <li>○ Does not increase visibility to stakeholders</li> </ul> </li> </ul>

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**4.7.2 STRUCTURE OPTION 2 – SEPARATE SAFE WORK ENTITY**

- SAFE Work is a distinct entity with a direct relationship to the Minister.
- SAFE Work has clear responsibility for prevention.
- Option 2A maintains the Chief Prevention Officer in an advisory role, reporting directly to the Minister.
- Option 2B establishes Chief Prevention Officer as head of SAFE Work.

**FIGURE 11 - STRUCTURE OPTION 2A**



**FIGURE 12 - STRUCTURE OPTION 2B**



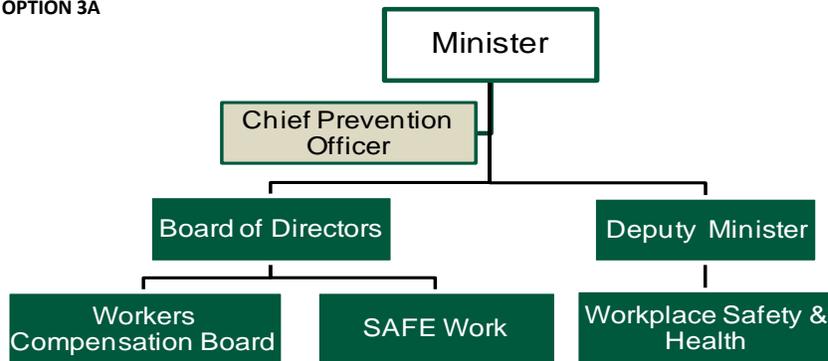
Structure Option 2	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Clear mandate and accountability for prevention with SAFE Work</li> <li>• Elevated visibility, profile of prevention</li> <li>• Clear line of communication with Minister’s office</li> <li>• CPO is independent of any entity, able to facilitate interaction, objectively advise Minister (2A)</li> <li>• CPO Leading SAFE Work is easy for stakeholders to understand (2B)</li> </ul>	<ul style="list-style-type: none"> <li>• Higher cost – addition of a third entity will require additional investment and governance</li> <li>• Potential for increase in bureaucracy with third entity in system</li> <li>• Direct relationship with Minister’s office versus arms length</li> <li>• Separation of Prevention and Return to Work activities may hinder support for overall continuum</li> <li>• Funds collected by one entity (WCB) for distribution by another (SAFE Work)</li> <li>• Significant organizational change, more difficult to implement</li> <li>• May be some stakeholder confusion if separation of CPO/SAFE Work (2A)</li> <li>• CPO would have no independent authority or responsibility to improve prevention (2A)</li> </ul>

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**4.7.3 OPTION 3 – SAFE WORK UNDER WCB BOARD OF DIRECTORS**

- SAFE Work elevated to distinct entity with oversight by the same Board of Directors that has responsibility for the WCB
- Shared administrative services between WCB and SAFE Work
- Option 3A maintains the Chief Prevention Officer in an advisory role, reporting directly to the Minister
- Option 3B establishes Chief Prevention Officer as head of SAFE Work

**FIGURE 13 - STRUCTURE OPTION 3A**



**FIGURE 14 - STRUCTURE OPTION 3B**



Structure Option 3	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Clear mandate and accountability for prevention with SAFE Work</li> <li>• Elevated visibility, profile of prevention</li> <li>• Enables stakeholder access and accountability through Board of Directors; maintains public accountability at arms length</li> <li>• Collection and distribution of funds overseen by same Board of Directors</li> <li>• Shared Board will help ensure efforts are coordinated, facilitate shared services, save Board costs</li> <li>• CPO is independent of any entity, able to facilitate interaction, objectively advise Minister (3A)</li> <li>• CPO Leading SAFE Work is easy for stakeholders to understand (3B)</li> <li>• Seems most consistent with stakeholder preference (3B)</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for increased bureaucracy with third entity</li> <li>• Moderate higher cost mitigated by shared Board of Directors, administrative services</li> <li>• Moderate organizational change</li> <li>• May be some stakeholder confusion if separation of CPO/SAFE Work (3A)</li> </ul>

#### 4.7.4 STAKEHOLDER ADVISORY COUNCIL

Beyond access and accountability, stakeholders consulted during the development of the Future State Model identified a strong interest in an ongoing mechanism for stakeholder participation. An advisory body such as a Stakeholder Advisory Council is proposed as a component of any of the options described above, drawn from stakeholders involved in development and implementation of sector-specific strategies. The Council is proposed to be made up of representatives from each sector stakeholder council, and others as warranted, as an ongoing means of stakeholder input and feedback to SAFE Work leadership, and to enable knowledge sharing and other cooperative activity between sectors.

### 4.8 FUNDING

Resources are required to support the services described above. The activities of SAFE Work Services and other prevention activity by the WCB as well as the operations of Workplace Safety & Health are currently funded through an amount included in the overall assessment rate-setting model. There are four safety programs funded by a levy on the industries specifically served by the respective programs.

Employers registered with the WCB, for the most part, pay an annual premium for workers compensation coverage for their workplace. The assessment rate-setting model used to determine the amount of each employer's premium reflects relative risk based on both the sector in which an employer operates and the employer's individual claims experience. There are a small number of large employers that "self-insure", meaning they do not pay a premium, but rather bear the full cost of workers' compensation benefits received by their employees plus an administration fee. There is also a large number of employers that are not subject to mandatory coverage, and do not pay any premiums to the WCB.

#### 4.8.1 REQUIRED FUNDING

The amount of funding required to support the Future State Model, including the direct activities of SAFE Work as well as the implementation of sector strategies, would depend on decisions regarding the structure, and the extent, intensity and timing of implementation, as well as the various needs of each sector.

B.C. and Alberta have established fairly extensive programming and involvement of industry associations to deliver safety services in a manner similar to what has been proposed for a Future State Model for Manitoba. In the context of registered employers, the amount invested in prevention in Alberta and BC ranges from approximately \$120 to \$130 per employer, or approximately 2% of assessment revenue. In both cases, wages and benefits of direct employees of the prevention entity are not included in the above amounts.

In Manitoba, the construction sector currently provides an example of developed programming to meet the needs of the sector. Investment at similar levels per registered employer as is the case currently in the construction industry would require approximately \$9.9 million (4% of 2011 assessment revenue). Investment at a similar amount per registered employer as in Alberta and BC would require approximately \$4 million (approximately 2% of assessment revenue). It is reasonable to expect the required amount per employer to be higher in Manitoba to achieve the same results simply given the greater economies of scale available in Alberta and BC (with both larger populations and greater extent of mandatory coverage). An estimate of the amount of required funding is therefore in the range of \$4 to \$10 million, or between 2% and 4% of assessment revenue.

#### 4.8.2 FUNDING OPTIONS

It is important for any funding mechanism to be aligned with and support the objectives and principles of what is to be achieved. For the purpose of this Future State Model, this includes a system that supports all workplaces, is relevant to the needs of users, prioritizes resources according to risk, ensures active input from key stakeholders, and ensures efficient use of funds.

**General levy:** An option for funding the proposed increased scope of services is to continue the approach used to fund existing services, and simply increase the amount as part of the overall rate setting model. The general levy would be mandated for all covered employers in all sectors, whether integrated into the employer's overall premiums or identified as a distinct component.

Advantages of this approach include a relatively simple process to apply once the amount of required funds is known and the mechanism is established within the rate setting model. A general levy may also be appropriate to fund the basic infrastructure of SAFE Work (staffing, awareness campaigns, standards, etc.) as it has broad benefit across all sectors. Disadvantages include a lack of sensitivity to the different industry needs, whether associated with the relative risk of industry activity, the maturity of an industry with respect to internal safety and health management systems, and/or the maturity of services already developed and available to the industry. A general premium may create some unfairness as a result. This approach also limits the opportunity for stakeholder input and 'ownership' of the investment in their respective industry.

A further disadvantage is that not all employers pay assessment premiums (i.e., they may either be self-insured or not subject to mandatory coverage under the Workers Compensation Act), creating a situation where a portion of employers would potentially bear the cost of services available to all employers. To address this issue, sector groupings could take into consideration whether the industries are subject to mandatory coverage. Strategies for sectors that do not pay a premium could have alternative or supplementary funding mechanisms determined as part of the overall strategy (for example, association fees, user-pay services, etc.).

**Sector-specific levy:** Stakeholders clearly identified a need to ensure prevention services are customized to be relevant to the various industries in Manitoba. The proposed Future State Model includes developing sector-specific prevention strategies, combining industries into sectors with common needs. In establishing the sector groupings, SAFE Work would take into consideration the critical mass necessary to support a full set of prevention services. These sector-specific strategies would be expected to have varying degrees of funding requirements based on the relative needs of the sector, as described above. A sector-specific levy would collect the approved funding for the sector-specific strategy from the employers within the sector. Advantages of this approach are that it would align the cost with the specific needs of the respective industries, and may be adapted over time according to the progress made by those industries. Stakeholders involved in developing those strategies would also be cognizant of and able to take ownership of the investment in their respective industry, and enable more overall transparency and accountability. Disadvantages include the challenge of establishing appropriate sector groupings, and a moderately more complex process for inclusion in the rate-setting model than a general levy. Similar to the general levy, not all employers pay assessment premiums, and alternative funding mechanisms for voluntary sectors may be required.

Sector-specific levies may be mandatory or voluntary. Currently there are four safety associations in Manitoba funded through a levy, where the industry has voluntarily chosen such an arrangement following a vote by employers in the sector. (Once the safety association is established, all employers within the specified rate codes

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must take part.) Challenges with such a voluntary levy include organizing the communication with employers and making the case for the value of the investment to gain their support for a voluntary levy. This has worked in the past where there has been a strong association push for the services. The survey conducted to support development of the Future State Model indicates employers may not have the necessary sense of urgency to invest more in workplace health and safety, and it may be difficult to generate the required support on a voluntary basis, certainly to enable a system to support all industries across the entire province.

**Prevention-Only Levy:** According to the Manitoba Bureau of Statistics, there were over 86,000 registered businesses in Manitoba in 2011. The WCB of Manitoba reported approximately 31,500 registered employers in 2011. As not all employers currently pay assessment premiums for workers compensation coverage, an option would be to establish a mechanism to collect a levy specifically for prevention services independent of workers compensation premiums. This would require all employers in Manitoba (or all employers with more than a certain number of employees) to be registered and assessed for this purpose. Advantages of this approach include the ability to fund services across all sectors, reducing the potential barriers to adoption associated with user fees, and the ability to more fairly allocate the cost of the overall system across all employers. Registration of all employers would also provide a mechanism to communicate with all employers to improve the reach of SAFE Work Services and to collect better information from workplaces. Disadvantages include a significant amount of administrative effort to implement this registration and billing system across over 50,000 additional employers. A further disadvantage would be that the levy may be perceived as an additional 'tax' on Manitoba employers.

**Premium Discounts or Rebates:** Just as industries vary in their maturity with respect to safety and health management systems, individual employers have invested to different degrees. Requiring an employer that has already effectively invested in prevention on their own initiative to pay the same levy as an employer that has not made such investments may create an unfairness. A system of premium discounts or rebates is proposed as an important part of any funding through assessment premiums to prevent this unfairness. SAFE Work certification of an employer's workplace safety system provides a means of establishing eligibility for such discounts or rebates. Discounts or rebates also provide some incentive for employers to take advantage of prevention services and make the necessary investments in their own workplace. Premium discounts are currently available in Manitoba for employers with COR certification, which is currently limited to the construction industry.

**User Fees:** User fees can range from annual subscriptions to direct fees for specific services, such as training, resource materials, consulting assistance, etc. Advantages of user fees include that they are only incurred for services as and when required by the user. This provides the most flexibility to employers seeking to use the service, and drives providers to ensure continued ongoing value in the services delivered. Disadvantages include the need to finance development and/or customization of a service in advance of collecting the fees to pay for it, and uncertainty of revenue. Service providers may not invest in customizing a service in advance of a client request, and the cost of customization may be prohibitive on an individual employer basis. User fees may also be a deterrent to use of a service, as compared to a service that is already paid for through a premium. The current lack of a full set of customized services for all sectors is evidence that market forces are not sufficient on their own to drive a completely user-fee supported approach. User fees could be used for specific purposes in combination with any other form of funding.

**WS&H Administrative Penalties:** Under section 53.1(10) of the Workplace Safety and Health Act, the government must use the amounts paid as administrative penalties for the purpose of educating the public on matters relating to workplace safety and health. If all prevention activities currently conducted by WS&H (training, resource library, health and safety committee/representative support, etc.) are transferred to SAFE Work, funds collected as

a result of administrative penalties may also form part of funding for SAFE Work activities, particularly education and awareness.

#### **4.9 MEASURING PERFORMANCE**

Performance measures are an important part of an overall accountability framework, enabling visibility and a 'scoreboard' to monitor performance. It is also crucial to support continuous improvement by identifying and tracking progress against goals and objectives, identifying priority opportunities for improvement, and comparing performance against both internal and external standards.

Currently, the primary measure of the effectiveness of workplace injury and illness prevention is the injury rate, as measured by reported injuries to the WCB. Stakeholders have clearly identified the injury rate alone is not sufficient to truly evaluate whether Manitoba workplaces are indeed becoming safer.

In the context of injury prevention, performance information is important to employers to evaluate performance and support decisions regarding their own workplaces; to industries to understand areas to focus cooperation; to government to direct investments efficiently and effectively; and to the public to have confidence in the overall system.

Measures may be in the form of 'leading' indicators or 'lagging' indicators. A *leading indicator* is predictive, or a measure of something that can be expected to lead to an ultimate result. *Lagging indicators* follow an event, and provide information regarding the ultimate result, for example the number of injuries.

An initial set of performance indicators has been developed below that provides leading indicators to evaluate progress on the identified objectives, with more global lagging indicators to assess progress against the overall goal. A full performance measurement framework will need to include clear definitions of each metric, the process for collecting and analyzing data, how it will be communicated, and how it will be used.

FIGURE 15 - FUTURE STATE MODEL PERFORMANCE MEASURES

**Overall Goal:** Prevent Workplace Injuries and Illness

**Objective:**

Effective safety and health management systems in all workplaces

**Measures:**

- Number of SAFE Work Certified workplaces
- Percentage of "clear" inspections
- Safety and Health Committee effectiveness

**Objective:**

Employers, workers and public are aware and understand the importance of workplace safety and health

**Measures:**

- Public attitude index
- Business and community leader commitment
- Workplace safety culture index
- Completion rate of safety and health modules in school curricula

**Objective:**

Employers, workers and safety specialists have the knowledge and skills to design and implement effective safety and health management systems

**Measures:**

- Number of training participants
- Percentage of workforce trained annually
- Number of certified safety specialists; hours of professional training

**Objective:**

Relevant services are available to support implementation of effective safety and health management systems.

**Measures:**

- Number of certified specialists/training programs available for each sector
- Sectors with complete set of customized safety and health management system guides

**Overall (Outcome) Measures:**

- Injury Rates – All Injuries, Time Loss Injuries, Fatalities
- Injury Severity Rate
- Cost of Injuries/Illness

## 4.10 IMPLEMENTATION

The framework provided for the Future State Model requires approval in general, and more specific decisions regarding the structure and funding mechanisms and amounts. Once approved, a full implementation plan will be required to transition to the desired future state. Important components of this implementation plan include the following activity:

- Establish governance structure/body;
- Develop and implement internal and external stakeholder communication plans (timed regular messaging corresponding with key stages of model development);
- Establish short and long term objectives for the Future State Model, and high level funding allocation;
- Align funding mechanisms (structures, timing, amount);
- Determine organizational structure to align with selected governance model;
- Establish operating plans and budgets;
- Re-align and recruit staff as required for new organizational structure;
- Develop and implement change management plan for employees impacted by the transition;
- Determine basis and approach, including stakeholder input, to establish groupings of industries into sectors; and
- Establish sector groupings and associated stakeholder sector councils.

Once the initial structure is established, implementation may be staged according to the timing of target objectives and available funding. Funding allocations would require review annually, and may require some adjustment as more information is gained with development of sector-specific strategies.

**Appendix A**

**Overview of Future State Model**

**With Matrix of Services & Participants**

# Future State Model for Prevention of Workplace Injury & Illness

April 23, 2013

## GOAL

## OBJECTIVES

## PRINCIPLES

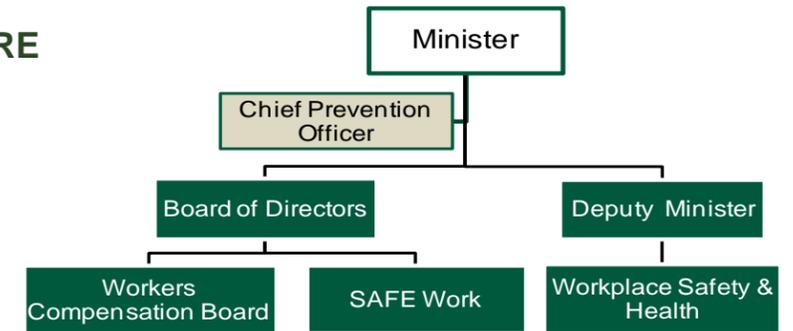
**Prevent Workplace Injuries & Illness**

- Effective safety and health management systems in all workplaces
- Employers, workers and public are aware and understand importance of workplace safety and health
- Employers, workers and safety specialists have the knowledge and skills to participate in the design and implementation of effective safety and health management systems
- Relevant services are available to support implementation of effective safety and health management systems

- Inclusive**
  - Supports all workplaces
    - Entire province
    - All sectors (whether or not covered by WCB)
    - All sizes
- Relevant**
  - The right information at the right time
    - >> awareness >> education >> training
  - Customized to industry –specific needs
  - Scalable for all sizes
- Risk-Based**
  - Prioritizes resources /response for
    - High risk sectors
    - High risk workplaces
    - Vulnerable populations
- Collaborative**
  - Involves and ensures active role for all key stakeholders
    - Industry / Employers
    - Labour
    - Community
    - Service Providers
- Efficient**
  - Enables economies of scale
  - Minimizes duplication and maximizes cooperation
  - Provides clear returns on investment

## STRUCTURE

Option 3A\*



### Clear Mandates

- SAFE Work - prevention (leadership, support, standards, resources, information)
- WCB - insurance, return to work support for injured workers
- WS&H - regulations and enforcement

### Clear Authority

- Elevates profile from a 'division' to an entity

### Stakeholder access and accountability

- Governed by stakeholder Board of Directors, appointed by Minister
- Board, support services shared with WCB for efficiency

\*Further options in full report

## GAPS BY FUNCTION

Training/Education	Standards/Certification	Safety and Health System Support	Regulatory/Enforcement	Research, Data & Analysis	Communication & Awareness	Leadership	Funding
<ul style="list-style-type: none"> <li>Trainer skill/knowledge, course quality varies</li> <li>Content may not be relevant to industry</li> <li>Little advanced or professional training</li> <li>Insufficient training at all levels                             <ul style="list-style-type: none"> <li>H&amp;S Committees</li> <li>Management</li> <li>Employees</li> </ul> </li> <li>H&amp;S is absent from formal education curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Regulated standards are minimum, not best practice</li> <li>Confusion on what applies from one workplace to the next</li> <li>Training quality varies</li> <li>Certification doesn't always mean safe (compliance for audit vs meaningful implementation)</li> </ul>	<ul style="list-style-type: none"> <li>Small employer challenges                             <ul style="list-style-type: none"> <li>Cost</li> <li>Knowledge/expertise</li> </ul> </li> <li>Safety Assoc programs in only a few sectors; limited capacity in 2 of 4 assoc.</li> <li>Lack of qualified, experienced safety specialists</li> <li>Significant gap in some high risk sectors (Agriculture, Manufacturing)</li> <li>H&amp;S management systems rarely evaluated</li> </ul>	<ul style="list-style-type: none"> <li>Insufficient to ensure compliance</li> <li>Does not capture/confirm what is working</li> <li>Inspectors may not understand small business</li> </ul>	<ul style="list-style-type: none"> <li>Need more information about specific risks by industry, employer</li> <li>Need clear business case for safety</li> </ul>	<ul style="list-style-type: none"> <li>Many not aware of their rights and responsibilities</li> <li>Need clear business case for safety</li> <li>Need to reach vulnerable populations (culture, language, northern communities, youth)</li> </ul>	<ul style="list-style-type: none"> <li>Need industry executive commitment to develop safety culture</li> <li>Lack of coordination between current associations/activity</li> <li>No-one leading development in several industries</li> </ul>	<ul style="list-style-type: none"> <li>Only voluntary funding in select sectors</li> <li>Employers that have already invested in safe workplaces will resist increased premiums</li> <li>Lack of mechanism for workplaces not covered by WCB</li> <li>Limited incentives for positive performance</li> </ul>

## SAFE Work FUNCTIONS

- Sector Leadership & Coordination**
  - Facilitate sector strategy development with stakeholders
  - Establish and steward sector prevention budgets
  - Support implementation of sector strategies
  - Monitor effectiveness of sector strategies
- Safety & Health System Support**
  - General advice, referrals
  - Resource materials
  - Safety and Health Committee/Representative support
  - High risk employer strategies
- Standards & Certification**
  - Determine standards
    - Safety and health systems, audit requirements and processes
    - Training/education course content
    - Qualifications/independence standards for auditors, trainers and other service providers
  - Provide certification
- Training & Education**
  - Develop curriculum / course content
  - Develop and supply resource materials
  - Liaise with educational institutions
  - Instructor orientation
- Leadership & Communications**
  - Public awareness and promotion of safety culture
  - Virtual resource centre
  - Business and community leader engagement
  - Conferences/ roundtables
- Research & Special Initiatives**
  - Compile and conduct research
  - Data analysis, interpretation and reporting
  - Liaison services for vulnerable populations, small business
  - Inter-jurisdictional cooperation

# Future State Model for Prevention of Workplace Injury & Illness – Service Matrix

	SAFE Work	WCB	WS&H	Sector Safety Associations	Labour Organizations	Safety Services Providers	Other Community Organizations	Other Government Organizations	Educational Institutions	Employers
Training	<ul style="list-style-type: none"> <li>Develop course content, standards</li> <li>Develop / supply resource materials</li> </ul>	<ul style="list-style-type: none"> <li>Input to course content</li> </ul>	<ul style="list-style-type: none"> <li>Input to course content</li> </ul>	<ul style="list-style-type: none"> <li>Develop courses</li> <li>Develop trainers</li> <li>Deliver courses</li> </ul>	<ul style="list-style-type: none"> <li>Develop courses</li> <li>Develop trainers</li> <li>Deliver courses</li> </ul>	<ul style="list-style-type: none"> <li>Develop courses</li> <li>Develop trainers</li> <li>Deliver courses</li> </ul>	<ul style="list-style-type: none"> <li>Develop courses</li> <li>Develop trainers</li> <li>Deliver courses</li> </ul>		<ul style="list-style-type: none"> <li>Develop courses</li> <li>Develop trainers</li> <li>Deliver courses</li> </ul>	<ul style="list-style-type: none"> <li>Provide training</li> </ul>
Education	<ul style="list-style-type: none"> <li>Curriculum content</li> <li>Resource materials</li> <li>PD support for instructors</li> <li>Promote inclusion in curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Input to curriculum content</li> <li>Promote inclusion in curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Input to curriculum content</li> <li>Promote inclusion in curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Input to curriculum content</li> <li>Promote inclusion in curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Input to curriculum content</li> <li>Promote inclusion in curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Input to curriculum content</li> <li>Promote inclusion in curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Input to curriculum content</li> <li>Promote inclusion in curriculum</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate inclusion in curriculum</li> <li>Input to curriculum content</li> </ul>	<ul style="list-style-type: none"> <li>Include curriculum content in courses</li> <li>Ensure instructors receive PD</li> </ul>	<ul style="list-style-type: none"> <li>Advocate to include content in curriculum</li> </ul>
Standards/ Certification	<ul style="list-style-type: none"> <li>Develop training standards</li> <li>Develop safety system standards</li> <li>Develop safety system audit standards</li> <li>Co-Certify safety systems</li> <li>Certify training courses</li> <li>Certify safety specialists</li> </ul>	<ul style="list-style-type: none"> <li>Recognize safety program certification in assessment premiums</li> <li>Input to standards</li> </ul>	<ul style="list-style-type: none"> <li>Referrals</li> <li>Input to standards</li> <li>Confirm standards meet minimum regulatory requirements</li> </ul>	<ul style="list-style-type: none"> <li>Co-Certify safety system</li> <li>Referrals to auditors</li> <li>Require trainer / course certification</li> </ul>	<ul style="list-style-type: none"> <li>Referrals</li> </ul>	<ul style="list-style-type: none"> <li>Safety system certification audits</li> </ul>	<ul style="list-style-type: none"> <li>Referrals</li> </ul>	<ul style="list-style-type: none"> <li>Referrals (e.g., MAFRI, ETT)</li> <li>Requirements for funding, contracts</li> </ul>	<ul style="list-style-type: none"> <li>Require trainer / course certification</li> </ul>	<ul style="list-style-type: none"> <li>Seek certification</li> <li>Require trainer / course certification</li> </ul>
Safety System Services	<ul style="list-style-type: none"> <li>General advice and referrals</li> <li>Standards</li> <li>Resource materials</li> <li>S&amp;H Committee / Representative support</li> </ul>	<ul style="list-style-type: none"> <li>Create incentives</li> </ul>	<ul style="list-style-type: none"> <li>Referrals</li> </ul>	<ul style="list-style-type: none"> <li>Services to support safety program development and implementation</li> <li>Review and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Referrals</li> </ul>	<ul style="list-style-type: none"> <li>Services to support safety program development and implementation</li> <li>Review and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Referrals</li> </ul>			<ul style="list-style-type: none"> <li>Develop and implement safety programs</li> </ul>
Regulatory/ Enforcement	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Establish regulations</li> <li>Inspection and enforcement</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to regulation content</li> </ul>
Data & Analysis	<ul style="list-style-type: none"> <li>Conduct, compile research</li> <li>Analyze, interpret and communicate data</li> <li>Use to support risk-based approach</li> </ul>	<ul style="list-style-type: none"> <li>Collect, analyze and provide data</li> <li>Use to prioritize strategies, activities, etc</li> </ul>	<ul style="list-style-type: none"> <li>Collect, analyze and provide data</li> <li>Use to prioritize strategies, activities, etc</li> </ul>	<ul style="list-style-type: none"> <li>Collect, analyze and provide data</li> <li>Communicate and interpret data</li> <li>Use to prioritize sector strategies</li> </ul>	<ul style="list-style-type: none"> <li>Use to prioritize strategies, training, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Use to prioritize strategies, training, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Use to prioritize strategies, training, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Use to prioritize strategies, activities, etc</li> </ul>	<ul style="list-style-type: none"> <li>Collect / provide data</li> <li>Use to prioritize strategies, activities, etc</li> </ul>	<ul style="list-style-type: none"> <li>Use to prioritize strategies, training</li> </ul>
Communication & Public Awareness	<ul style="list-style-type: none"> <li>Develop strategy</li> <li>Implement communication strategy, e.g. mass media campaigns, targeted programs</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>	<ul style="list-style-type: none"> <li>Input to communication strategy</li> </ul>
Leadership	<ul style="list-style-type: none"> <li>Establish sector groupings and facilitate strategy development</li> <li>Facilitate collaboration between sectors and stakeholders</li> <li>Inter-jurisdictional cooperation</li> <li>Support implementation</li> <li>Engage business and community leaders</li> <li>Conduct conferences and roundtables</li> <li>Monitoring and reporting</li> </ul>	<ul style="list-style-type: none"> <li>Support, share resources</li> </ul>	<ul style="list-style-type: none"> <li>Support, share resources</li> </ul>	<ul style="list-style-type: none"> <li>Input to sector grouping</li> <li>Sector strategy development</li> <li>Implement strategy</li> <li>Sharing of best practices</li> </ul>	<ul style="list-style-type: none"> <li>Input to sector grouping</li> <li>Sector strategy development</li> <li>Implement strategy</li> <li>Sharing of best practices</li> </ul>	<ul style="list-style-type: none"> <li>Sector strategy development</li> <li>Implement strategy</li> <li>Sharing of best practices</li> </ul>	<ul style="list-style-type: none"> <li>Sharing of best practices</li> </ul>	<ul style="list-style-type: none"> <li>Support, share resources</li> </ul>		<ul style="list-style-type: none"> <li>Input to sector grouping</li> <li>Sector strategy development</li> <li>Sharing of best practices</li> </ul>
Funding	<ul style="list-style-type: none"> <li>Develop sector budget requirements</li> <li>Collect user fees</li> <li>Distribution and stewardship of funds</li> </ul>	<ul style="list-style-type: none"> <li>Establish / collect funds</li> </ul>	<ul style="list-style-type: none"> <li>Collect administrative penalties</li> </ul>	<ul style="list-style-type: none"> <li>Select user fees</li> </ul>	<ul style="list-style-type: none"> <li>Select user fees</li> </ul>	<ul style="list-style-type: none"> <li>Fee for service</li> </ul>	<ul style="list-style-type: none"> <li>Select user fees</li> </ul>		<ul style="list-style-type: none"> <li>Tuition fees</li> </ul>	<ul style="list-style-type: none"> <li>Pay premiums / user fees</li> </ul>



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