

Chair
Cabinet Finance, Infrastructure and Environment Committee

Changes to the Health and Safety in Employment Act: An Overview

Executive summary

- 1 This paper proposes amendments to the Health and Safety in Employment Act 1992 (the HSE Act). The specific proposals are detailed in four accompanying papers. The amendments form part of the Government's overall strategy for improving injury prevention in the workplace.
- 2 The specific changes recommended would:
 - ensure that comprehensive coverage of employees and workplaces extends to: aircrew, railway workers, maritime workers, mobile workers, those in paid employment in workplaces, and those using work equipment provided by others, such as hire companies, and making it explicit that stress and fatigue fall within the ambit of the HSE Act;
 - improve the effectiveness of the HSE Act by: providing for increased fine levels, introducing Infringement Offence Notices (IONs) with financial penalties, removing the Department of Labour's Occupational Health and Safety Service's (OSH) monopoly on prosecutions, providing a more flexible limitation period for the initiation of prosecutions and make it unlawful to insure against any fine imposed; and
 - improve employee participation in the management of health and safety at work by providing for: an enforceable requirement on employers to involve employees in health and safety management, the election of employee representatives where requested, a jointly agreed system of employee involvement (which may include a committee of health and safety management) for employers with more than 30 employees with a mechanism to ensure an outcome, and an individual right to refuse dangerous work.
- 3 This package of changes would provide a more complete framework applicable to more workplaces, to enable employers, employees, and OSH to improve workplace health and safety. The changes would encourage a more inclusive approach to workplace health and safety management, would strengthen the health dimension of the HSE Act and would rationalise the coverage of the HSE Act (especially in the Transport sector). In a wider policy context, the changes will better align the HSE Act with the Government's employment relations reforms and strengthen the penalties against poor injury prevention practice and outcomes.
- 4 OSH would need to undertake new operational initiatives to make the proposed amendments work. The legislative changes would not yield quick or dramatic improvements in health and safety, but would bring about improvements in the medium and longer-term. The implementation of the proposed amendments would be staged over three years, with the IONs and full employee participation initiatives not being completely implemented until 2003/04. This will spread the compliance cost impacts for business and delay the fiscal consequences for government.

5 The total cost of implementing the full package of proposed amendments is:

	All figures are \$million, GST inclusive					
	2001/02	2002/03	2003/04	2004/05	Outyears	GST
Operating provisions	0.826	4.627	4.060	4.003	3.844	incl
Crown Revenue	-	-	(0.487)	(0.487)	(0.487)	n/a
<i>Offsetting savings</i>	(0.826)					
Total operating impact	0	4.627	3.573	3.516	3.357	
Outside the provisions	-	0.086	0.018	0.018	0.018	incl
Total Capital impact	-	0.958	-	-	-	n/a
Total	0	5.671	3.591	3.534	3.375	

6 This paper identifies the:

- changes that are being recommended;
- reasons for recommending the changes sought and the likely cumulative effects of the changes on injury prevention in workplaces;
- proposals that may be controversial, and how concerns about them would be met; and,
- financial consequences of implementing the recommended changes.

Background on public consultation

7 The HSE Act has been reviewed in line with pre-election proposals. Last year a public consultation document was released to canvass possible amendments to the HSE Act and explore how to deal with workplace stress and fatigue. One hundred and seventy-seven submissions were received. The recommended amendments reflect both the submissions received during the public consultation process and advice received from officials.

8 Most of the recommended amendments were identified in the consultation document. Some amendments are different to those that were consulted on; this paper highlights the reasons for making those changed recommendations.

Improving coverage, culture of workplaces and effectiveness of enforcement

9 There are four papers (accompanying this paper) covering three areas where change is proposed. These papers provide detail on the reasons for making the specific recommendations and the detail necessary for preparing drafting instructions. They also discuss the alternative options considered.

Improved coverage – the ‘Coverage Proposals’ paper recommends that amendments to the HSE Act:

- ensure mobile employees have coverage under the HSE Act;
- ensure coverage of people who are working in a place of work who are presently without protection (without affecting exclusions for ‘recreational users’), (**note:** there are two options discussed in the Coverage paper for achieving this outcome, with very different likely consequences);
- include cover for aircrew and improved coverage for railways employees (maritime workers are being considered jointly by the Minister of Transport and myself separately); and,
- make it explicit in the HSE Act that stress and fatigue are potential hazards that must be addressed in workplace health and safety management.

Effective enforcement – the ‘Infringement Offence Notices’ [IONs] and ‘Effective Enforcement Proposals’ papers recommend that amendments to the HSE Act:

- introduce IONs, which would apply to clear-cut breaches of the HSE, with financial penalties between \$100 and \$4,000. IONs would be issued where the offender had prior warning of the breach (**note**: there are two options discussed in the IONs paper, which involve different degrees of discretion for OSH Inspectors);
- increase the level of fines (and the one term of imprisonment) to ensure consistency in the law and to increase incentives for compliance on larger employers;
- allow private prosecutions where OSH decides not to prosecute;
- make more flexible the six-month limitation period on bringing prosecutions by having it run from ‘reasonable discoverability’ of a breach;
- make it unlawful to insure against a fine imposed under the HSE Act; and
- make minor and technical changes to the HSE Act that improve the operation of the Act.

Development of a health and safety culture in the workplace – the ‘Employee Participation’ paper recommends that amendments to the HSE Act:

- require all employers ensure that there are real opportunities for employees to participate effectively in the ongoing management and improvement of health and safety in workplaces;
- require the election of employee health and safety representatives where employees request them, and provide for a duty on employers of more than 30 staff to work co-operatively with their employees to jointly develop and implement a system for ongoing employee participation, with a mechanism to ensure an outcome (**note**: there are two options discussed in the Employee Participation paper);
- provide for employee health and safety representatives to receive training and to have the power to issue hazard notices (to warn employers of hazards); and
- confirm legislatively the individual common law right for employees to refuse dangerous work.

Comment on the HSE Act and the reasons for the proposed amendments

The HSE Act – its present purpose and the means for achieving that purpose

10 The HSE Act introduced a general standard of care that addresses health and safety behaviour and workplace diversity.

11 The core requirements of the HSE Act are the:

- *scope/applicability of the Act* to ‘**place of work**’, covering those in a place of work and in its vicinity – with responsibilities allocated to those with control of hazards in workplaces;
- *standard of ‘all practicable steps’* meaning all steps that are practicable to take in the circumstances, bearing in mind the benefits (reducing risk) and cost;
- *systematic identification and elimination, isolation or minimisation of hazards*; and,
- *enforcement* by OSH, generally by warning and notices requiring improvements, ultimately through **criminal prosecution**.

Cumulative effect of the recommended changes

The recommended amendments to the HSE Act would improve health and safety performance

12 The HSE Act establishes a process for the assessment and control of hazards. Requiring a systematic approach to health and safety management is a better means of improving injury

prevention outcomes than simply requiring compliance with standards specific to particular work processes. Improved injury prevention, however, depends on effective implementation of this systematic approach. There are gaps in the current framework that restrict its effectiveness and the ability of employers, employees and OSH to apply it appropriately. The recommended amendments address those gaps. A summary of reasons for the proposed changes follows. Note that there are alternative options in the accompanying papers for: coverage under section 16, IONs and employee participation.

Comprehensive coverage

- 13 Having comprehensive coverage for workplaces and those employed in workplaces reduces doubts and wasteful argument over the application of the HSE Act. It also encourages transferability of skills and knowledge needed to apply the HSE Act. The coverage proposals plug gaps in coverage of the HSE Act. There would be a period of adjustment and some compliance costs for those currently not covered or only partially covered by the HSE Act (eg, rail operations). Highlighting in the HSE Act the need to consider stress and fatigue when managing health and safety would help ensure that they are not ignored or considered unimportant by employers, employees or OSH.

Effective enforcement

- 14 Application of the standards required by the HSE Act depends on employers and employees choosing to implement them in their workplaces. In part this depends on there being credible enforcement of the standard when voluntary compliance does not occur. The recommended amendments address gaps in the enforcement regime to improve enforcement.
- 15 Criminal prosecution is a serious step. IONs would provide a step before prosecution to address persistent failures to apply the HSE Act, which are not serious enough to place before a court. Employers and others who do not respond to warnings could be fined without receiving a criminal conviction or having to meet the costs of criminal trials. This proposal is particularly important for improving OSH's effectiveness in dealing with offenders with limited resources. Critical to the success of the initiative would be consistent and fair application of IONs.
- 16 Insurance against the cost of fines and having maximum fine levels significantly lower than related legislation handicap the deterrent effect of fines. The recommended amendments, which would increase fine levels and prevent insurance against fines, would improve deterrence. Allowing private prosecutions creates another check in the system to ensure that deterrence is available on all occasions when it should be available. Relaxing the current inflexible limitation period would encourage reporting of, and concern over, health issues where there are latency periods longer than six months.

Employee participation

- 17 Dealing systematically with health and safety demands that both employers and employees are engaged in managing hazards. The current provisions of the HSE Act do not require ongoing employee involvement. Many employees have useful knowledge about the hazards that they face in their workplace, and ideas on how to remove or reduce them. The recommended amendments would help ensure employee knowledge is utilised, by requiring employers to conclude with employees how they are to manage health and safety in an ongoing way. Having the right to refuse dangerous work in legislation will improve knowledge on that right.

Effective implementation will make the difference between success or failure

- 18 It is important for the success of any initiatives that they are properly resourced, well publicised and carefully explained. The availability and use of well-targeted, accessible and high quality information is particularly important for the take-up of the initiatives by employers and employees. Staging the implementation of the recommended amendments would also help.

- 19 The implementation of the proposed amendments would be staged over three years, with the IONs and employee participation initiatives not being completely implemented until 2003/04. Because of the nature of the changes and their staged introduction, significant improvements in health and safety practice and outcomes would be expected in the medium and longer-term, rather than the short-term.
- 20 Note that the Treasury does not support the recommended amendments and Ministry of Economic Development does not support the recommendations that relate to employee representatives. Both consider that the costs would outweigh any benefits, and do not think that there are significant problems with the current framework that warrant the risk of introducing the changes proposed.

Recent and pending changes to the system of injury prevention in workplaces

- 21 The HSE Act changes that are recommended are consistent with the objectives of the Injury Prevention, Rehabilitation and Compensation Bill, the Hazardous Substances and New Organisms Act 1996, the Employment Relations Act 2000, and the general removal of the Crown's immunity to prosecution proposed in the Crown Organisations Criminal Liability Bill. Capturing all the potential benefits of the HSE Act and other government initiatives requires close co-operation between OSH and other government agencies, particularly the ACC. Closer co-operation is already occurring, but more will be required to support the initiatives that are proposed.

Recommended amendments that are unlikely to be controversial

- 22 Some proposals made in the public consultation document received general support. Submitters strongly supported the proposed changes to coverage (aircrew, railway workers, mobile workers).
- 23 Submitters generally supported increasing flexibility for the timing of prosecutions. There was some concern about increased uncertainty if investigations were longer than six months.

Other recommended amendments that are likely to be controversial

Amendment to section 16 "Duties of persons with control of a places of work"

- 24 There was concern to ensure that the present limitations on the duties owed to recreational users by those in control of places of work are continued. The recommended amendments under the second option for amending section 16 would ensure that these limitations are retained and, while they are likely to be closely examined, are not likely to be controversial. The first option for amendment to section 16 would, however, be highly controversial.

Removal of OSH's monopoly on prosecution

- 25 Union submitters favoured removing OSH's monopoly on prosecutions, though they considered that OSH should remain the primary enforcement agency. Other submitters thought that private prosecutions would be used as either an industrial relations tool, or to recover fines for victims. Private prosecutions are very rare overseas in health and safety cases and in New Zealand under other legislation. Also, private prosecutions would only be able to occur if OSH decided not to prosecute.

Employee participation

- 26 Submitters generally supported positive requirements for employee involvement. The right to refuse dangerous work was not consulted on, but was raised by union submitters. Employers were concerned that employee representatives or health and safety committees would abuse coercive powers, and did not want the means of employee involvement prescribed.
- 27 The recommended amendments would ensure flexibility in how employee participation occurs, and employee representatives would not have a direct enforcement role, reducing the potential

for conflict. Evaluations of UK, Canadian and Australian legislation that require employee representatives find very little or no abuse, and have found significant positive impacts on health and safety outcomes.

Infringement Offence Notices (IONs)

- 28 There was mixed support and opposition to IONs from submitters. Those opposed were concerned that OSH would apply the IONs inappropriately or inconsistently. Those in support thought the levels of penalties proposed in the consultation document would be inadequate.
- 29 Concerns are likely to be overstated. Only OSH inspectors who have been fully trained would be able to issue IONs. However, there are significant differences between the two proposals discussed in the IONs paper. The first is for penalty levels to be determined in part by whether or not there is harm or serious harm. This option reduces the discretion that an OSH Inspector must exercise as compared with the second option, which would be based on the degree of harm that actually resulted *or was likely to have resulted* from the breach of the HSE legislation. The second option would be more controversial because it would be more uncertain in its application, with higher compliance costs.

Consultation

- 30 Submissions were received from the public consultation process, and national organisations, sector organisations and companies have been directly consulted during the policy development process. Further details of the results of consultation are included in the accompanying papers.
- 31 ACC, Departments of the Prime Minister and Cabinet and Courts, the Treasury, Ministries for Economic Development and the Environment, Ministries of Health, Justice, Transport, Agriculture and Forestry, and Te Puni Kokiri were consulted in the development of this paper. The Ministry of Women's Affairs was offered the opportunity to participate, but declined.
- 32 The Treasury have been fully involved in the development of the papers, but were unavailable to comment on the final drafts following the bilateral meeting between the Associate Minister of Finance and Minister of Labour on Monday 9 July 2001.
- 33 The Ministry for Economic Development (MED) wishes to have it noted that the Ministerial Panel on Business Compliance Costs has considered the HSE Act and the proposed amendments outlined in this paper. The report of the Panel contains a number of recommendations on these matters. The MED recommends that a test panel be established:
- **Either** to provide advice prior to Ministers making decisions on these proposals;
 - **Or** to provide advice on the implementation of these proposals with a view to mitigating compliance costs [see recommendations 5 - 7].
- 34 The Department of Labour recommends the second option because requiring a test panel to provide advice prior to Cabinet making decisions would add four to six months to the timeline for any amendment to the HSE Act. The test panel, comprised of business representatives, including those in small-to-medium-sized enterprises, would be established by the Department of Labour with advice from MED. Arrangements for the test panel would be made following Cabinet decisions.

Financial implications

- 35 This paper proposes amendments to the HSE Act to improve coverage, to make the enforcement of the HSE Act more effective, and to enhance workplace health and safety by ensuring employee participation.

- 36 At a bilateral meeting on Monday 9 July 2001, the Acting Minister of Finance and I agreed, due to pressure on the 2001/02 budget contingency fund, that:
- the Health and Safety in Employment Amendment Act timeline will be delayed, with the Amendment Act being passed in April 2002, and coming into force in September 2002;
 - any costs associated with the HSE Amendment Act that are incurred in the 2001/2002 financial year, will be funded from within the Vote Labour existing baseline through reprioritisation; and
 - funding for costs associated with the implementation of the HSE Amendment Act will be considered as part of the 2002 Budget round.
- 37 Funding the costs incurred in 2001/02 within baseline will have the following effect on Government outputs:
- a reduction in the number of best practice health and safety documents developed for industry, therefore less information available for employers;
 - a reduction in the number of compliance inspections, compliance notices issued, and prosecutions;
 - a potential decrease in OSH's ability to respond to notifications;
 - a general cost-cutting programme impacting on travel, training, promotional activity, and relationship management by OSH with industry and employers.
- 38 Funding the cost of the HSE amendment within baseline for 2001/02 creates a number of risks, including the lack of clear demarcation between the implementation initiatives and "business as usual". Existing personnel will be taken away from other activities to resource these initiatives and as such, there will be conflicting priorities to be managed, particularly in responding to issues or emergencies. This will require ongoing reprioritisation of activities and the provision of regular advice as to progress.
- 39 Delaying the decision on funding until the 2002/03 Budget creates some risks in the event that no additional appropriation is approved for 2002/03 and outyears. The risks include that:
- stakeholders will not receive timely and meaningful information regarding their rights and obligations arising out of the amendment;
 - the positive effects of the amendments to health and safety outcomes will not be properly understood and their effect would therefore be compromised; and
 - there would be a negative impact on overall health and safety outcomes due to diversion of resources from significant areas of OSH's operations.

Description of costs of all amendments

- 40 The costs outlined in Appendix A and in the accompanying papers were determined on the basis of the passage of all the amendments as the cumulative positive effect of all the amendments will be greater than the sum of the individual parts. The Treasury requested that the total cost be split out to reflect the cost of each individual proposal. The specific costs associated with particular initiatives are outlined in the accompanying papers.

Description of costs associated with this paper

- 41 The following table summarises the estimated cost of the fixed costs if any change occurs for implementing any one of the proposed changes to the HSE Act:

Fixed costs if any change occurs	2001/02	2002/03	2003/04	2004/05	Outyears
	\$m	\$m	\$m	\$m	\$m
Operating costs (GST incl)	0.247	1.866	0.294	0.243	0.084
Outside the provisions	-	0.051	-	-	-
Capital costs (GST n/a)	-	0.562	-	-	-

Human rights

42 The proposals are intended to comply with the Human Rights Act 1993.

Legislative implications

43 Legislative implications are detailed in the accompanying papers' recommendations. The intention is to introduce the amendment Bill this year with passage by April next year.

Regulatory impact statement

44 Regulatory Impact Statements are provided in detail in the accompanying papers for the specific measures that are proposed.

Publicity

45 A widespread information campaign on the agreed package of amendments to the HSE Act is intended, to ensure that employers, employees and others affected by the changes are informed. At the time of the Bill's introduction and conduct through the house, information would be limited to the usual explanatory materials: speech notes, press statements and the like. Material produced for the implementation of the changes would be more substantial, to assist stakeholders apply the changes in their workplaces. The communications strategy will use several means to distribute information, including Maori and Pacific Island networks, unions, OSH regional offices and employer groups.

Conclusion

46 Taken together, the amendments that I am proposing to the HSE Act will:

- extend the duties imposed by the Act to cover a wider range of workplace activities;
- significantly strengthen the penalties against poor workplace practices; and
- encourage greater levels of active employee participation in workplace health and safety management.

47 The changes would complement the government's initiatives in the Injury Prevention and Accident Compensation Bill and employment relations. The long-term result would be to embed more participation and better health and safety practice in New Zealand workplaces.

Recommendations

48 It is recommended that the Committee:

Policy Content

1. **note** that as a result of the review of the Health and Safety in Employment Act, Ministers are being asked to agree to proposals to amend the Act as detailed in the accompanying papers;
2. **note** the recommended amendments:

- address gaps in the current framework by ensuring more comprehensive coverage of workplaces and employment relationships, improve the ability of OSH and others to enforce the HSE Act, and ensure employees have real opportunities to be involved in the systematic management of health and safety in workplaces;
- will achieve a closer alignment with other government injury prevention and employment relations initiatives;
- require additional resources to be effectively implemented;
- are likely to yield improvements in health and safety in the medium to longer-term; and
- are not expected to produce significant additional compliance costs for the economy as a whole, but may affect some employers who have not engaged in pro-active management of their workplace health and safety hazards.

Test panel on Business Compliance Costs

3. **note** the Ministerial Panel on Business Compliance Costs has made a number of recommendations on the cost of complying with the HSE Act;

(MED recommendation):

4. **Either agree** to the establishment of a test panel, comprised of business representatives, including those in small-to-medium-sized enterprises, to look at the proposals arising from this paper prior to any Cabinet decisions being made; and
5. **note** the Department of Labour estimates that requiring a test panel to provide advice prior to Cabinet making decisions would add four to six months to the timeline of these proposals and therefore the Department does not support this proposal;

(Department of Labour supports):

6. **Or agree** to the establishment by the Department of Labour of a test panel, with advice from MED, comprised of business representatives, including those in small-to-medium-sized enterprises, to look at the implementation of any proposals agreed to by Cabinet with a view to mitigating compliance costs [arrangements to be made following Cabinet decisions];

Financial Implications

7. **note** the overall costs to implement the proposed amendments to the Health and Safety in Employment Act are as follows [assumes option 1 of the Infringement Offence Notices paper is adopted]:

	All figures are \$million, GST inclusive					
	2001/02	2002/03	2003/04	2004/05	Outyears	GST
Operating provisions	0.826	4.627	4.060	4.003	3.844	incl
Crown Revenue	-	-	(0.487)	(0.487)	(0.487)	n/a
Offsetting savings	(0.826)	-	-	-	-	
Total operating impact	0	4.627	3.573	3.516	3.357	
Outside the provisions	-	0.086	0.018	0.018	0.018	incl
Total Capital impact	-	0.958	-	-	-	n/a
Total	0	5.671	3.591	3.534	3.375	

8. **note** any costs associated with the HSE Act amendments that are incurred in the 2001/02 financial year, will be funded within the Department of Labour baseline through absorption or reprioritisation;
9. **note** this approach carries a number of risks and will therefore will be closely monitored by the Department of Labour , with progress reported to me on a regular basis;

10. **note** funding of the remainder of the HSE Act amendments costs will be considered as part of the 2002/03 Budget round;
11. **note** this paper outlines the fixed costs if any change occurs, and that the accompanying papers outline the costs associated with each particular proposal;
12. **note** the estimated cost of the fixed costs if any change occurs for implementing any one of the proposed changes to the HSE Act are:

Fixed costs if any change occurs	2001/02	2002/03	2003/04	2004/05	Outyears
	\$m	\$m	\$m	\$m	\$m
Operating costs (GST incl)	0.247	1.866	0.294	0.243	0.084
Outside the provisions	-	0.051	-	-	-
Capital costs (GST n/a)	-	0.562	-	-	-

Final Arrangements

13. **invite** the Minister of Labour to prepare drafting instructions for Parliamentary Counsel Office to amend the Health and Safety in Employment Act 1992 in accordance with the recommendations that are agreed to by Cabinet.

Hon Margaret Wilson
Minister of Labour

Description and table of costs of all amendments

- 1 There are a number of costs that are not attributable to any particular proposal, but rather will be incurred if any one of the proposed changes is made. For example, if one or more changes are made, OSH will need to update a majority of existing publications to reflect the amendments. In addition, venues and transport would need to be provided to enable HSE Inspectors to be trained. These costs are represented as “fixed costs if any change occurs” in table two.
- 2 The table below summarises the costs for the entire set of amendments. The majority of costs are sought under Vote: Labour, however Vote: Courts has some costs and revenue related to infringement offence notice processing. The costs for the entire set of amendments are:
 - operating costs: for example, developing and implementing operational policy, communicating the changes to all those affected by the changes, developing training for HSE inspectors, employing additional inspectors to manage the increased workload;
 - capital costs: an upgrade to OSH’s operational database to accommodate new information (2001/02), and overheads for the additional inspectors required (2002/03);
 - Crown revenue: revenue from infringement offence notices.

Table: Costs of implementing the proposed amendments to the HSE Act					
<i>Vote Labour</i>	All figures are \$m				
Operating Costs (GST incl)	2001/02	2002/03	2003/04	2004/05	Outyears
Fixed costs if any change occurs	0.247	1.866	0.294	0.242	0.084
Employee Participation	0.068	0.798	2.195	2.187	2.187
Coverage (Aircrew)	0.174	0.275	0.231	0.231	0.231
Coverage (Rail)	0.174	0.275	0.231	0.231	0.231
Stress & Fatigue	0.023	0.153	0.143	0.143	0.143
Infringement Offence Notices	0.072	0.524	0.234	0.234	0.234
Enforcement (Increase in fines)	0.016	0.136	0.133	0.133	0.133
Enforcement (Private prosecutions)	0.018	0.070	0.070	0.070	0.070
Enforcement (Limitation period)	0.033	0.530	0.530	0.530	0.530
Total Operating Provisions Impact	0.826	4.627	4.060	4.003	3.844
Outside the provisions (GST incl)	2001/02	2002/03	2003/04	2004/05	Outyears
Fixed costs if any change occurs	-	0.051	-	-	-
Employee Participation	-	0.011	-	-	-
Coverage (Aircrew)	-	0.002	-	-	-
Coverage (Rail)	-	0.002	-	-	-
Stress & Fatigue	-	0.002	-	-	-
Infringement Offence Notices	-	0.002	-	-	-
Enforcement (Increase in fines)	-	0.002	-	-	-
Enforcement (Private prosecutions)	-	0.002	-	-	-
Enforcement (Limitation period)	-	0.010	-	-	-
Total Operating Provisions Impact	-	0.086	-	-	-

Capital Costs (GST n/a)					
Fixed costs if any change occurs	-	0.562	-	-	-
Employee Participation	-	0.123	-	-	-
Coverage (Aircrew)	-	0.028	-	-	-
Coverage (Rail)	-	0.028	-	-	-
Stress & Fatigue	-	0.028	-	-	-
Infringement Offence Notices	-	0.028	-	-	-
Enforcement (Increase in fines)	-	0.028	-	-	-
Enforcement (Private prosecutions)	-	0.025	-	-	-
Enforcement (Limitation period)	-	0.110	-	-	-
Total Capital Provisions Impact	-	0.958	-	-	-
Crown Revenue					
Infringement Offence Notices (Option One)			(0.247)	(0.247)	
Net Crown Revenue			(0.247)	(0.247)	
Vote Courts					
Operating Costs (GST incl)					
Infringement Offence Notices (Option One)			0.018	0.018	
Outside the operating provisions			0.018	0.018	
Crown Revenue (GST n/a)					
Infringement Offence Notices (Option One)			(0.240)	(0.240)	
Net Crown Revenue			(0.240)	(0.240)	