



An tÚdarás Sláinte agus Sábháilteachta
Health and Safety Authority

Construction Safety Action Plan

2025 – 2027



CONSTRUCTION
SAFETY
PARTNERSHIP
ADVISORY COMMITTEE



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Vision/ Mission Statement

**‘Learning from
industry to educate
and improve health,
safety and well-being
for all working in
construction’**



Foreword from Co-Chairpersons



Michelle Quinn
Co-Chairperson



Frank Kelly
Co-Chairperson

Ensuring safety on construction sites is a collective endeavour within the industry, encompassing clients, designers, project supervisors, contractors, and construction workers.

Significant strides have been made in improving safety and health since the inception of the Construction Safety Partnership Advisory Committee (CSPAC), but there is still room for further improvement. From 2022 to 2024, there were 22 fatalities recorded in Ireland's construction sector, with numerous other people sustaining life-altering injuries due to workplace incidents. As the industry is expected to grow significantly in the coming years, it is of paramount importance to proactively address the risks associated with construction activities, with a renewed emphasis on new entrants, returning workers, and small and self-employed contractors.

The CSPAC will pinpoint emerging trends and necessary supports for sector development, which will then be further refined by the objective working groups. Work undertaken by the CSPAC as outlined in this action plan will be published and championed by CSPAC stakeholders to foster uniform workplace practices across the sector.

Michelle Quinn Frank Kelly
*Co-Chairpersons,
Construction Safety Partnership
Advisory Committee*

Message from Interim Chief Executive Officer



Mark Cullen

*Interim Chief Executive Officer
Health and Safety Authority*

The role of the Health and Safety Authority is to ensure that everyone working in Ireland across all sectors, including construction, can lead healthy, safe, and productive lives.

The Construction Safety Action Plan 2025–2027 is a continuation of the Authority's ongoing efforts, together with the Construction Safety Partnership Advisory Committee (CSPAC), to enhance safety and health standards in the construction sector.

We are committed to collaborating with all stakeholders in the construction industry to identify best workplace practices, standardise requirements, promote innovation and creativity to develop resources that benefit everyone involved, including employers and employees.

Our aim is to assist industry stakeholders in implementing the necessary systems to address specific hazards and risks on construction sites, which are known to contribute to the highest levels of injuries, illnesses, and fatalities in this sector.

The combined efforts of CSPAC member organisations and industry stakeholder groups have been instrumental in creating a safer and healthier working environment within the sector. We acknowledge and appreciate the genuine commitment of all parties involved in the CSPAC and the wider construction sector to improve safety and health on construction sites.

We are keen to witness the successful implementation of this 3-year action plan, and the Authority is dedicated to providing assistance and support to the CSPAC.

Our inspectors and broader team will continue to collaborate with stakeholders to ensure that construction sites across the country are safe and healthy working environments. As the sector is expected to grow in the coming years, we urge all stakeholders to further enhance their commitment to ensuring the safety and health of workers within the sector.

In conclusion, I extend my gratitude to our employer and employee partners in the construction sector, the Department of Enterprise, Trade and Employment, and the Authority's Board for their unwavering support and collaboration. I wish the CSPAC every success as it implements this ambitious plan.

Mark Cullen,
*Interim Chief Executive Officer,
Health and Safety Authority*

Introduction

The Construction Safety Partnership Advisory Committee (CSPAC) Action Plan 2025–2027 aims to foster collaboration between key stakeholders, including unions, the Construction Industry Federation (CIF), the Health and Safety Authority, and other industry representatives, to create a safer working environment, reduce accidents, and promote a culture of safety through innovation and standardisation of good workplace practices through the sharing of information.

Despite advances in health and safety on construction sites, the construction industry faces persistent challenges, including high accident rates, and varying standards of health and safety practices. Addressing these issues is crucial to reduce the human and financial costs associated with workplace incidents.

Improving standards of health and safety in the sector will reduce accident rates, improve worker well-being, and create a safer working environment for all involved.



Part A: Profile and data

Profile of the construction industry

The number of enterprises in the construction industry in Ireland in 2022 was 77,676,¹ with 198,109² people working in the industry. Unfortunately, during the period 2019–2024 a total of 60 people lost their lives in this sector. The Central Statistics Office (CSO)³ shows that 92.3% of all active enterprises in the wider economy employ fewer than 10 employees and it is in this cohort that the vast majority of serious and fatal accidents are occurring.

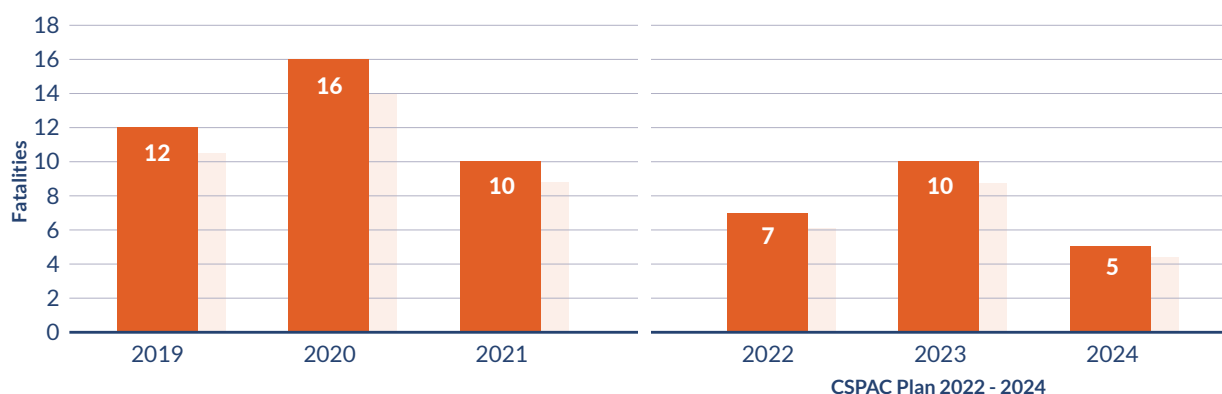
Review of reported construction fatal and non-fatal accidents 2019-2024

Figure 1 shows the number of fatalities in the construction sector from 2019-2024⁴. In total 60 people died while at work during this period in the construction sector NACE F.

However it is interesting to note the very high fatality rate of 16 deaths in construction in 2020 when there was a significant decrease in construction output due to COVID19 and the closure of workplaces.

In the time-frame covered by the last CSPAC plan 2022- 2024, 22 people lost their lives in the construction sector compared to the period 2019-2021 where 38 people lost their lives and this represented a 42% reduction in fatalities.

Figure 1: Fatalities in Construction 2019 - 2024



1 CSO Business in Ireland 2022

2 CSO Business in Ireland 2022

3 CSO Business in Ireland 2022

4 Due to COVID19 in the period from 2020-2021 the CSPAC did not meet and no plan was published

Figure 2: Fatality rate per 100,000 construction workers 2019 - 2024

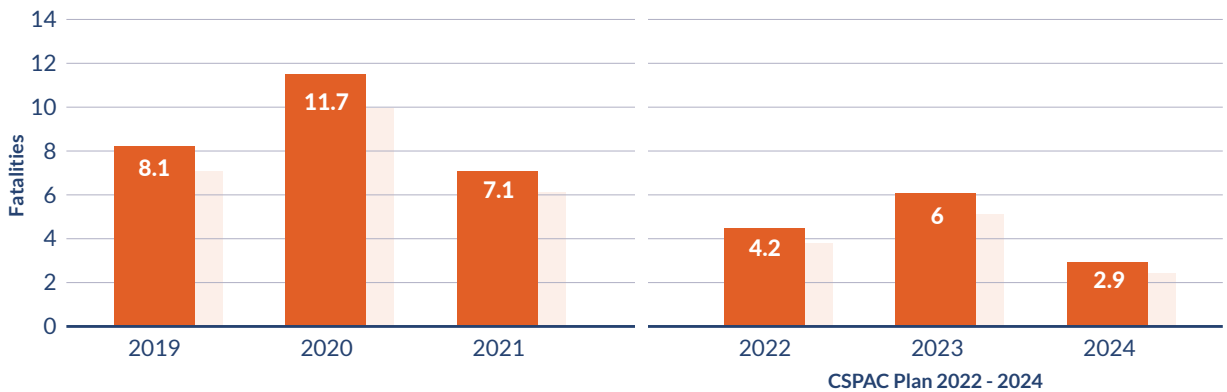


Figure 2 shows the fatality rate per 100,000 construction workers for the period from 2019-2024.

In the time-frame from 2019-2021 the average rate of fatalities was 9.0 per 100,000 construction workers in the construction sector compared to 4.4 per 100,000 construction workers in the construction sector during the period of the CSPAC Plan 2022-2024. This represented a significant reduction of 51% in the rate of fatalities between the two periods.

Review of non-fatal construction injuries 2019-2024

Figure 3 shows the number of non-fatal injuries reported to the Health and Safety Authority in the construction sector from 2019-2024.

In the time-frame from 2019-2021 there were 2,395 non-fatal injuries reported to the Health and Safety Authority in the construction sector compared to 2,413 non-fatal injuries reported to the Health and Safety Authority in the construction sector for the lifetime of the previous CSPAC plan 2022-2024. This represents a 0.8 % increase in the number of non-fatal accidents reported to the Health and Safety Authority compared to the period 2019-2021.

Figure 3: Construction-related non-fatal injuries reported to the Health and Safety Authority 2019-2024

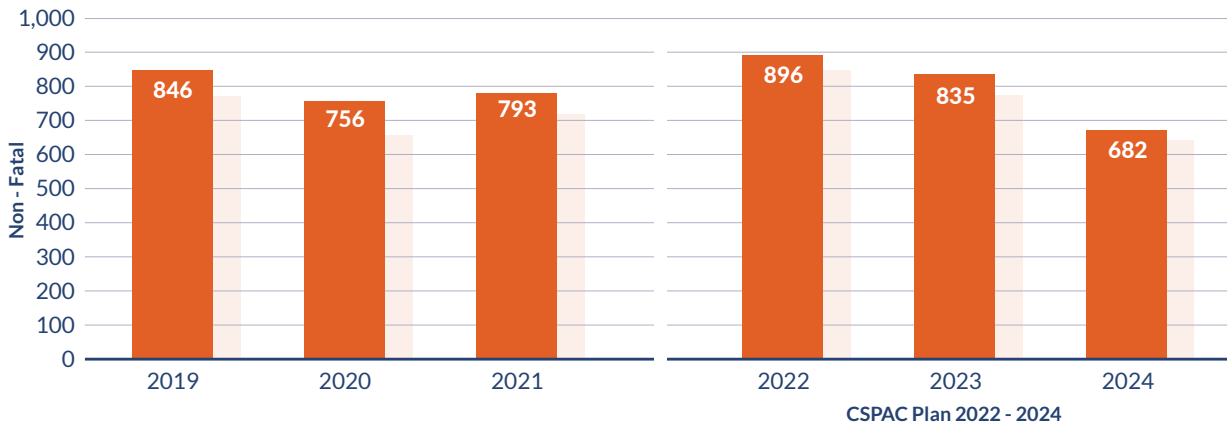


Figure 4: Rate of non-fatal injuries per 1,000 construction workers 2019-2024

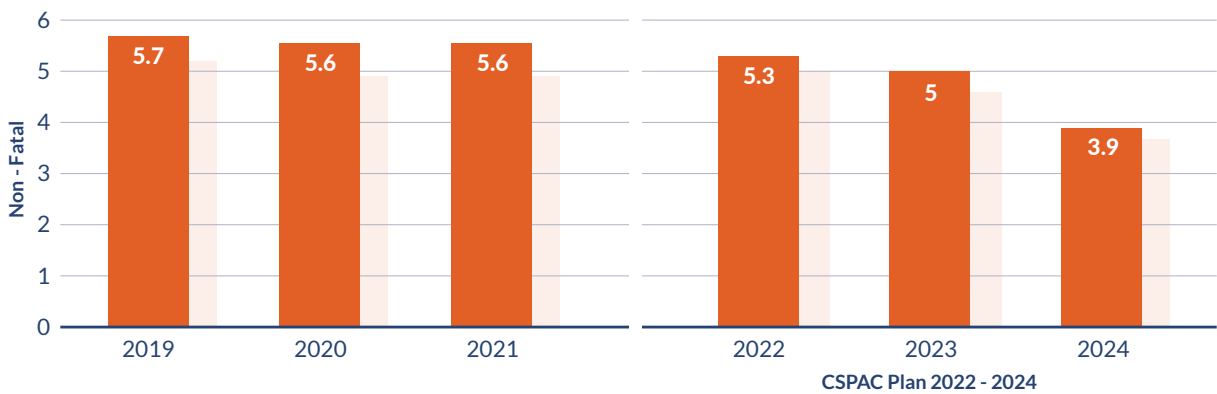


Figure 4 shows the rate of non-fatal injuries reported to the Health and Safety Authority per 1,000 workers in the construction sector from 2019-2024.

In the time-frame from 2019-2021 the average rate of non-fatal injuries reported to the Health and Safety Authority was 5.6 per 1,000 workers in the construction sector compared to 4.7 per 1,000 workers in the period of the CSPAC plan 2022-2024.

This represents a 16 % reduction in the average rate of non-fatal injuries reported to the Health and Safety Authority during the period of the last CSPAC plan 2022-2024.

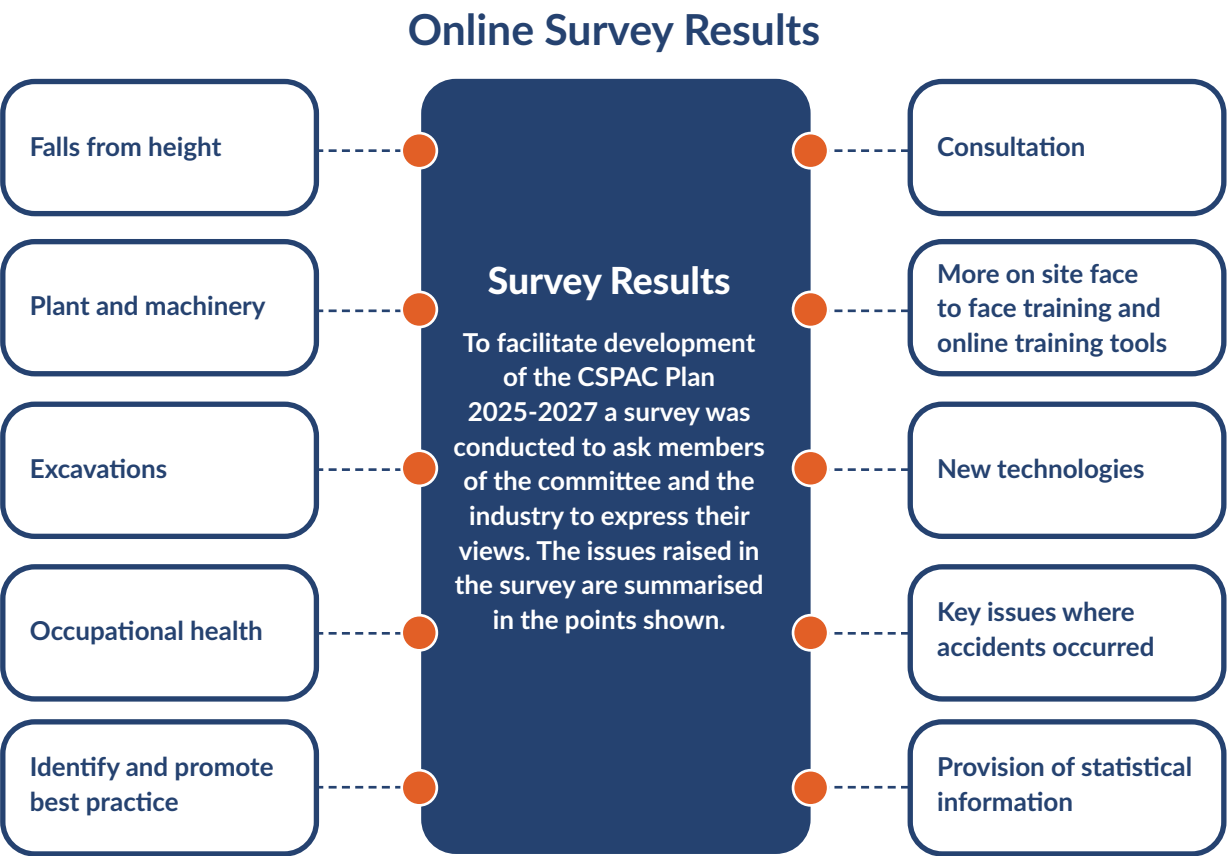
CSPAC online survey

To facilitate the development of the CSPAC Action Plan 2025–2027 the Health and Safety Authority conducted a survey where members of the CSPAC and industry were asked to express their views. A total of 63 responses were received.

The majority of respondents worked for a construction company, and around 33% of respondents were not familiar with the Construction Safety Partnership Advisory Committee Action Plan 2022–2024 or were not aware of CSPAC action plan goals in the period 2022–2024. The following issues and supports required were identified by respondents for consideration in the next CSPAC Action Plan (see Figure 5).

The survey findings were considered in the development of the CSPAC goals and objectives.

Figure 5: Online overview of results



Construction Safety Partnership Advisory Committee Action Plan 2025–2027

How we will work

The CSPAC proposes a new way of working to address the continuing and new occupational safety and health (OSH) challenges facing the construction industry over the period 2025–2027.

The primary focus of the CSPAC will be to promote standardisation, good workplace practice initiatives and useful resources that industry will champion and use to improve safety, health, welfare and well-being for all people working in the sector.

Figure 6: Summary of CSPAC action plan goals and objectives 2025-2027

CSPAC goals and objectives 2025–2027





Objective Working Groups (OWGs)

Objective working groups as required will be stood up and down for the duration of the plan to develop initiatives identified by the CSPAC for Goals 2, 3 and 4.



Collaborate and innovate

Collaborating with contractors and groups can prevent duplicated efforts and, more importantly, establish a consistent and clear approach to identifying best practice in the construction sector.

Promotion

- ▶ Social media
- ▶ Website
- ▶ Industry
- ▶ Authority
- ▶ Unions



Goal 2

Identify best practice and resources that can be developed and promoted across the sector so as to reduce the risk of injury to workers from new and traditional safety hazards.

Objectives

- ▶ Identify, standardise and promote existing best practice initiatives on industry-related issues of concern. Areas for consideration could include:
 - Work at height
 - Plant and machinery
 - Excavations
 - Traffic management
 - Modular, timber frame and precast construction
- ▶ Develop and promote best practice guidance for the construction of new and renewable energy projects.

Goal 3

Identify best practice and resources that can be developed and promoted across the sector so as to reduce the risk of injury to workers from new and traditional health and psychosocial hazards.

Objectives

Identify, standardise and promote existing best practice initiatives from industry related issues of concern. Areas for consideration could include:

- ▶ Vulnerable workers
- ▶ Psychosocial issues such as stress and bullying
- ▶ Ergonomics
- ▶ Hazardous substances

Goal 4

Promote and support consultation and health and safety representatives in construction.

Objectives

Identify, standardise and promote existing best practice initiatives from industry so as to:

- ▶ Encourage and promote safety representatives and consultation on sites.
- ▶ Enable safety representatives to operate effectively in their role.
- ▶ Encourage consultation between workers and employers on sites.
- ▶ Gather further intelligence on the role of the safety representative in the sector to inform future interventions.

The following CSPAC Action Plan 2025–2027 goals (Figure 7) will form the basis of the deliverables:

Figure 7: Summary of CSPAC Action Plan Goals 2025–2027

No.	Goals
1	Advise the Board of the Health and Safety Authority on regulatory and legislative matters that impact OSH.
2	Identify best practice and resources that can be developed and promoted across the sector so as to reduce the risk of injury to workers from new and traditional safety hazards.
3	Identify best practice and resources that can be developed and promoted across the sector so as to reduce the risk of injury to workers from new and traditional health and psychosocial hazards.
4	Promote and support consultation and health and safety representatives in consultation.

The following tables set out in more detail the goals, objectives and associated outcomes that will form the basis of work to be conducted by the CSPAC and objective working groups over the period 2025–2027.

Table 1: Goal 1 CSPAC Action Plan

Goal 1	Strategic priority	Objectives	Outcomes
Advise the Board of the Health and Safety Authority on regulatory and legislative matters that impact OSH	<ul style="list-style-type: none"> ▶ Build and support compliance ▶ Influence, educate and collaborate 	<ul style="list-style-type: none"> ▶ Review and provide advice on legislative and regulatory developments that have OSH implications ▶ Monitor, analyse and report on accident and fatality data ▶ Identify industry issues that give the greatest risk of occupational injury and ill health to workers for Goals 2–4 ▶ Share information on the adaptation of safety technology and new ways of working for OSH on construction sites ▶ Raise awareness of the importance of incident reporting as part of the safety management system 	<ul style="list-style-type: none"> ▶ Health and Safety Authority Board is fully informed of developments in the sector ▶ Improved targeting of regulatory interventions, focusing on areas and occupational groups at greatest risk of occupational injury

Table 2: Goal 2 CSPAC Action Plan

Goal 2	Strategic priority	Objectives	Outcomes
Identify best practice and resources that can be developed and promoted across the sector to reduce the risk of injury to workers from new and traditional safety hazards	<ul style="list-style-type: none"> ▶ Build and support compliance ▶ Influence, educate and collaborate 	<ul style="list-style-type: none"> ▶ Identify, standardise and promote existing best practice initiatives on industry-related issues of concern. Areas for consideration could include: <ul style="list-style-type: none"> - Work at height - Plant and machinery - Excavations - Traffic management - Modular, timber frame and precast construction ▶ Develop and promote best practice guidance for the construction of new and renewable energy projects 	<ul style="list-style-type: none"> ▶ Improved compliance with legal requirements and best practice in managing the risk ▶ Improved targeting of interventions, focusing on services and occupational groups at greatest risk of occupational injury

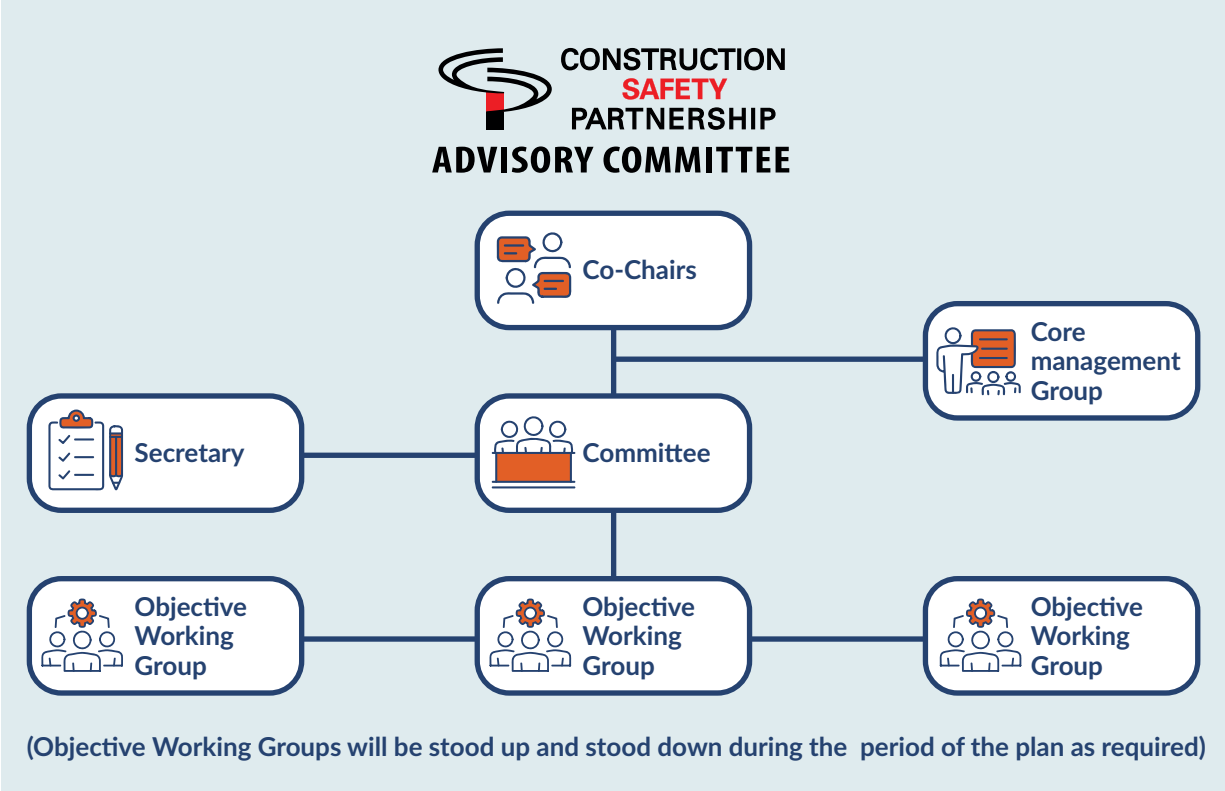
Table 3: Goal 3 CSPAC Action Plan

Goal 3	Strategic priority	Objectives	Outcomes
Identify best practice and resources that can be developed and promoted across the sector to reduce the risk of injury to workers from new and traditional health and psychosocial hazards	<ul style="list-style-type: none"> ▶ Influence, educate and collaborate 	<ul style="list-style-type: none"> ▶ Identify, standardise and promote existing best practice initiatives from industry-related issues of concern. Areas for consideration include: <ul style="list-style-type: none"> - Vulnerable workers - Psychosocial issues such as stress and bullying - Ergonomics - Hazardous substances 	<ul style="list-style-type: none"> ▶ Improved adherence to legal requirements and best practice in managing the risk ▶ Improved targeting of interventions, focusing on services and occupational groups at greatest risk of occupational injury

Table 4: Goal 4 CSPAC Action Plan

Goal 4	Strategic priority	Objectives	Outcomes
Promote and support consultation and health and safety representatives in construction	<ul style="list-style-type: none"> ▶ Build and support compliance ▶ Influence, educate and collaborate 	<ul style="list-style-type: none"> ▶ Identify, standardise and promote existing best practice initiatives from industry so as to: <ul style="list-style-type: none"> - Encourage and promote safety representatives and consultation on sites - Identify barriers to the effectiveness and participation in the role - Encourage consultation between workers and employers on sites - Gather further intelligence on the role of the safety representative in the sector to inform future interventions 	<ul style="list-style-type: none"> ▶ Improved adherence to legal requirements and best practice in relation to safety consultation in the workplace

Figure 8: CSPAC Structure



The role of the CSPAC and objective working groups (OWGs)

The CSPAC will comprise 2 co-chairs and a committee which will consist of a minimum of 20 members from stakeholders within the construction sector. The CSPAC will meet quarterly. Its terms of reference are provided in Appendix 1.

Co-chairs

The co-chairs will chair the meetings of the CSPAC and provide support to the CSPAC in deciding and approving goal objectives for development by the objective working groups.

Core Management Group

The Core Management Group will be available to be consulted on issues that may arise during the course of the plan and membership will be agreed by the Co-Chairs.

CSPAC

The CSPAC will comprise stakeholders from industry and industry representatives (see Appendix 2). The CSPAC will be responsible for the development of a yearly action plan to help drive goal and objective developments.

CSPAC objective working groups (OWGs)

The role of the working groups will be to collaborate with industry stakeholders to identify best practice in the construction sector. The cornerstone of the CSPAC objective working group(s) will be to identify, develop, and promote good workplace practices in the construction sector. The best practice models will be shared and promoted to all stakeholders. This model will prevent duplicated efforts and, more importantly, establish a consistent and clear approach to OSH practices.

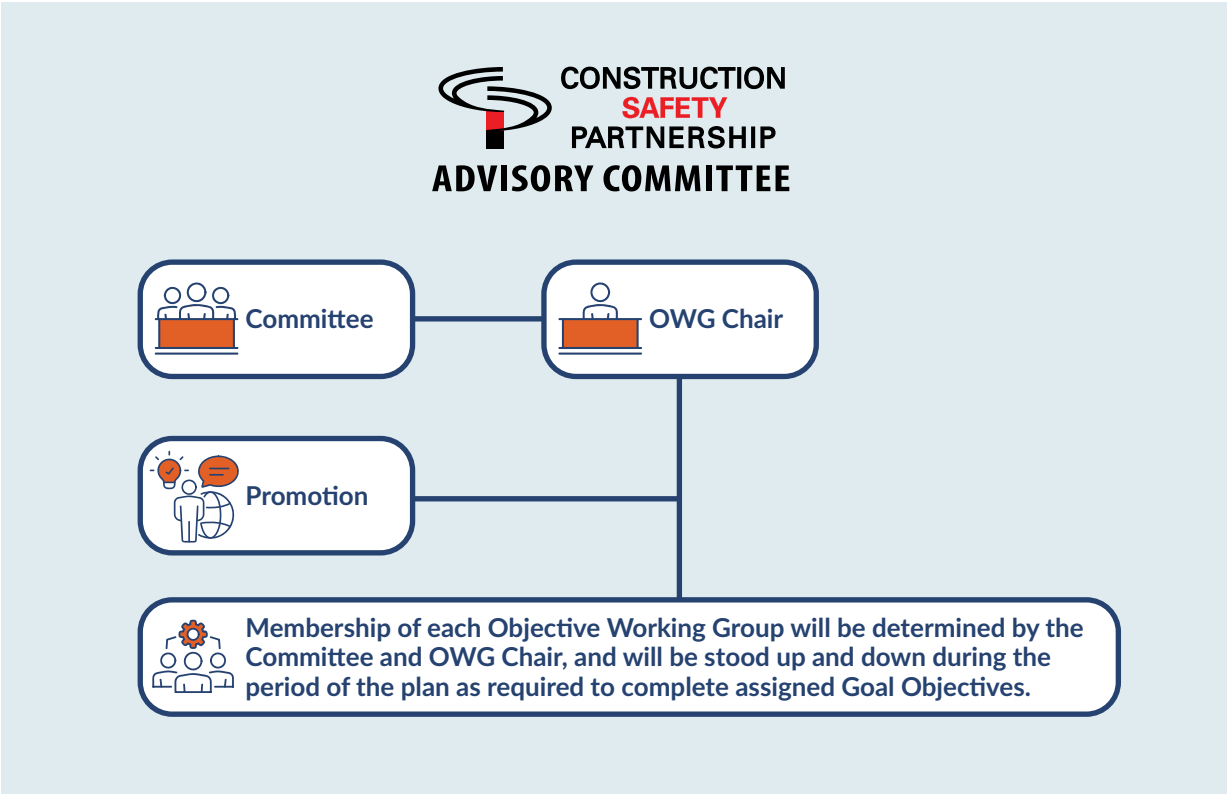
The initiatives developed will adhere to National Adult Literacy Agency (NALA) guidelines⁵ and use innovative visual aids and flow charts to aid the user in the journey.

Each working group will be stood up and stood down as required over the duration of the CSPAC Plan 2025–2027. Each objective working group will be composed of subject matter experts (see Figure 9).


The chair of each group will coordinate and drive the goal deliverables. It will be the responsibility of each objective working group chair to provide an update 2 weeks in advance of the CSPAC meetings to the secretary on the progress of the goal, including timelines for completion.

When work is completed and approved by the CSPAC, the outputs will be promoted by all stakeholders.

Figure 9: Working group(s) structure



5 [NALA plain English guidelines](#)



Part B:

Review of Construction Safety Partnership Advisory Committee Action Plan Objectives 2022–2024

The work carried out by the objective working groups helped inform the development of various high-level objectives and the associated goals outlined in the CSPAC Action Plan 2022–2024. The objectives that were completed in this plan were actioned by the CSPAC.

The CSPAC Action Plan 2022–2024 comprised five objective working groups. Each group was given a summary objective.

Objective 1:

Standardise the approach to the management of health and safety

Completed objectives
▶ Developed a standardised BeSMART.ie Risk Assessment Method Statement (RAMS) for contractors.
▶ In association with the Objective 5 working group, developed employee information sheets on respirable crystalline silica and ultraviolet radiation.
▶ Continued to promote BeSMART.ie for construction, with an emphasis on self-employed and small contractors.

Objective 2:

Improve awareness/compliance of clients on small, high-risk projects

Completed objectives

- ▶ Developed a standardised publication to help farmers make appointments for construction projects on their farms. This was distributed to more than 120,000 farmers through the Farm Safety Partnership Advisory Committee.
- ▶ Maintenance risk assessment in BeSMART.ie was revised to raise awareness of the client duties to make appointments in construction.

Objective 3:

Improve safety consultation and worker engagement, and encourage the facilitation of safety representatives

Completed objectives

- ▶ Guidance information sheet developed to inform stakeholders of the role of safety representatives in construction.
- ▶ Supported the Safety Representative Conference which took place November 2024.
- ▶ Provided updates to construction elements of the Safety Representative Resource Book revision 3.

Objective 4:

Examine existing Construction Skills Certification Scheme (CSCS) courses with a view to identifying new courses and consider new ways of delivering Safe Pass

Completed objectives

- ▶ SOLAS Safe Pass v9 was developed and launched in 2024.

Objective 5:

Occupational health in construction

Completed objectives

- ▶ Employee Information Sheet Silica Dust and poster
 - Translated into seven languages.
 - Employee Information Sheet Protect your Skin when Working Outdoors and poster Translated into seven languages.
- ▶ Ultraviolet Radiation Inspection Campaign Summer 2023 and 2024.
- ▶ Ergonomics Inspection Campaign in Construction in October 2024.



Appendix 1:

Terms of reference

The CSPAC terms of reference are as follows:

- ▶ To act as a consultative and advisory forum on the Health and Safety Authority's priorities and work programme within the construction sector.
- ▶ To develop and implement an annual action plan, to promote and coordinate the work of the CSPAC.
- ▶ To liaise with relevant construction stakeholders and establish objective working groups to deliver on priorities as required.
- ▶ To identify and prioritise the key issues related to improving safety and health in the construction industry.
- ▶ To undertake appropriate practical initiatives to support improved OSH on construction sites.
- ▶ To report its work at least annually, or as otherwise requested by the Board.
- ▶ Term of the CSPAC will be for 3 years.
- ▶ The CSPAC will have two co-chairs.



Appendix 2: Membership 2025–2027

Member organisations Construction Safety Partnership Advisory Committee

Member organisations	
1	Association of Consulting Engineers of Ireland (ACEI)
2	Construction Industry Federation (CIF) x 4
3	Department of Enterprise, Trade and Employment (DETE)
4	Dublin Airport Authority (DAA)
5	Electricity Supply Board (ESB)
6	Engineers Ireland (EI)
7	Health Service Executive (HSE)
8	Institution of Occupational Safety and Health (IOSH)
9	Irish Business and Employers Confederation (Ibec)
10	Irish Congress of Trade Unions (ICTU) x 4
11	Uisce Éireann
12	Local Government Management Agency (LGMA)
13	National Irish Safety Organisation (NISO)
14	Royal Institute of the Architects of Ireland (RIAI)

Our Vision:

To deliver healthy and safe working lives and contribute to productive enterprises



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