



Supporting occupational health
and wellbeing professionals



North-west NHS Consultant
Occupational Health Physicians'
**Consensus document on
fatigue risk management**

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Key points

1. North-West NHS Consultant Occupational Health Physicians (OHPs) highlight fatigue as an emerging threat to health and safety

This document is intended for NHS' Occupational Health (OH) clinicians and its purpose is to lift the lid and promote discussion on fatigue, a long-standing psychosocial hazard of significant relevance in the NHS.¹ Since the COVID-19 pandemic, challenges relating to fatigue and burnout in the NHS have become crucial considerations.²

OHPs therefore are raising awareness that night work is not comparable with the daytime equivalent³ and the risk of error and relapse of workers' energy-limiting medical conditions may increase when staff return to current under-staffed, high-pressured, NHS environments, where *fatigue has typically not been managed as an occupational hazard*,⁴ but often seen as a staff wellbeing issue.⁵ To mitigate a legacy of fatigued workers taking long-term sick leave, and the consequent overall deconditioning, occupational health principles need to be reasserted and policies, (including the way time is organised) at work should facilitate a safe work environment.

As a strong response to the dangerous combination of serious injury and even potential death as well as ill health associated with sleep loss and circadian dysregulation, conjoined with the casual attitude of many in authority, OHPs are advocating a quantum shift in improved management of staff health and safety, highlighting the importance of fatigue risk, as part of the Risk Management Framework. Managing staff fatigue is a legal duty,⁶ makes good business sense,⁷ and is in line with the principles of the NHS net zero target⁸ and equity.⁹ Solving the problem of insufficient sleep is a potential 'win-win' for individuals, employers and wider society.

2. Suggested interventions

In compliance with the Health and Safety at Work etc. Act 1974 and Management of Health and Safety at Work Regulations 1999, employers are advised to:

2.1. Manage fatigue like any other human factor hazard, *register fatigue as a risk on the Risk Management Framework*, and develop a *Fatigue Risk Management Strategy* (a systems approach based on principles of risk and safety management).¹⁰ Complying with the Working Time Regulations is not sufficient to control the risks arising from worker fatigue. Managing fatigue includes:

- **Assessing risk:** There are many causes of fatigue, and a main concern in healthcare is fatigue relating to circadian disruption from shift work (SW).⁵ Guidance for OH clinicians on meeting the legal standards for SW has been published by the Health, Safety and Wellbeing in Healthcare Partnership Group.¹¹ Risk assessments can be delegated to operational managers, supported by Trusts' health and safety advisers, who can estimate fatigue likelihood by measuring obtained sleep, wakefulness, time of day, work type, workload intensity, supervision, support and individual experience.
- **Controlling risk:** For example, preventing excessive hours of work and sleep deprivation, protecting and optimising staff sleep, scheduling work safely 24/7, factoring in food and drink options, time, and a place to rest and recover from work, particularly when working on call or overnight.



- **Reviewing risk:** This could include considering fatigue as a possible contributory factor to patient safety incidents, when proportionately responding and recording on the Patient Safety Incident Response Framework.¹²
- 2.2** Use night-worker health assessments, sickness absence policies and wellbeing conversation to identify struggling workers and refer them to occupational health, particularly those with protected characteristics (for example, pregnant and menopausal women, older and disabled workers, time-limited medication users), ensuring that workers are kept safe and advised about adjustments, in concordance with the Equality Act. Employers should also enable screening for sleep disorders and SW-related medical conditions.¹³
 - 2.3** Use Patient Safety Training¹⁴ to provide sleep and circadian health education, including coping strategies for night work, prioritising sleep as a ‘pillar of health’ (‘Fight Fatigue’ resources¹⁵).
 - 2.4** Note guidance published by the SOM,¹³ the TUC,¹⁶ Business in the Community,¹⁷ the Association of Anaesthetists,¹⁸ the HSSIB,¹⁹ the Royal College of Nursing,²⁰ the Royal College of Midwives,²¹ the Royal College of Physicians,²² the Royal College of Surgeons,²³ the Paediatric Critical Care Society,²⁴ the British Medical Association,²⁵ NHS Employers,⁷ Queensland Health,²⁶ the Royal Society for Public Health,²⁷ the Chartered Institute of Ergonomics and Human Factors,¹⁰ and the HSE.²⁸

3. Likely benefits to organisation from fatigue risk management

3.1 Operational (health and safety, clinical, patient safety outcomes)

Fatigue impacts cognition, reducing a worker’s ability to stay alert, which is essential for safe and quality healthcare.²² More than one in four workers may struggle with night working.²⁹ Fatigue is one of the top workplace safety risks, and arguably one of the most modifiable.³⁰ Preventable risks relate to a higher risk of fatigue-related incidents in workers where the following factors are relevant:

- **sleep problems:** approximately 13% of work injuries could be attributed to sleep problems; workers with sleep problems have 1.62 times higher risk of injury than workers without sleep problems.³¹
- **prolonged wakefulness:** wakefulness of >15.84 hours predicts performance lapses;³² after 17 hours of being awake, reaction times are equivalent to being at the limit of the drug/alcohol level for driving.³³
- **long shift length:** the injury risk increases substantially beyond the 9th hour on duty; and beyond 12 hours the injury risk increases by 34%.³⁴
- **night work:** compared to morning shifts, the injury risk increases significantly on night shifts, by 36%.³⁴
- **driving home** after the night shift: 20–25% of road-traffic accidents are fatigue-related.³⁵
- **rest breaks** are not taken frequently enough (<4 hours) or are too short (<30 minutes): Risk is reduced for any rest break duration.³⁴

3.2 Workforce (supply, performance and retention)

Working, eating and sleeping at incongruous biological times leads to derailment of body systems, physiological stress, increased risk of inflammation and disturbed immunity, and ultimately ill health³⁶ and mortality.³⁷ Shift workers (SWs) experience fatigue not just because their work results in disturbed circadian rhythms and sleep loss, but also because they may carry a burden of disease relating to long-standing illnesses and lifestyle.³⁸ They are not as healthy as non-SWs, being more



likely to have more than one long-standing illness, to be obese and to have diabetes. They are also more likely to be from a lower socio-economic class, to smoke, to have a poor diet,³⁹ to find exercise more difficult,⁴⁰ and, in some cases, to be heavy drinkers.⁴¹

Fatigue from work-related sleep loss can act as a catalyst, fuelling fatigue linked to the SW's comorbid medical and psychosocial factors – the double whammy (synergistic) effect. Work outcomes are likely to include lower performance,⁴² more burnout⁴³ and more sickness absence⁴⁴. Poor staff health and wellbeing is known to be associated with lower quality of care and patient satisfaction, increased staff absenteeism, staff turnover and 'intention to quit', worse financial performance and higher patient mortality.⁴⁵ Supporting fatigue management and a healthy workforce is therefore likely to improve attendance, performance, retention rates and patient care.

3.3 Financial (legal, governance, regulatory, reputational)

- Annually, the UK loses an equivalent of around 207,000 working days because of insufficient sleep, costing £40 billion, or 1.86% of GDP.³⁷
- The cost to the UK annually of fatigue-related accidents at work is £115 million –£240 million.⁶
- The NHS, an 'anchor organisation',⁴⁶ would be exposed to significant reputational damage and legal liability in the event of a fatigue-related error/adverse event. The total estimated cost of clinical negligence claims in 2022/23 was £6,278 million,⁴⁷ and the number of incidents reported by NHS staff per month roughly doubled between 2010 and 2020,⁴⁸ with 11,000 avoidable deaths per year due to patient safety failings.⁴⁹ The Care Quality Commission lists fatigue as a human factor for consideration in medicine errors.⁵⁰ Fatigue has been identified as a contributory factor in several Healthcare Safety Investigation Branch (HSIB) reports.⁵

4 Likely benefits to worker from fatigue risk management

The individual will be empowered by education on sleep health, learning that – like nutrition and physical activity – sleep health influences every facet of human function,⁵¹ is essential for optimal cardiometabolic and immune health,⁵² and was recently recognised as 'a determinant of brain health'.⁵³ Improving sleep and regulating circadian rhythm will have positive effects on overall health and weight regulation, may reduce the risk of Alzheimer's disease,⁵⁴ and will support job retention and financial security.



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1. Introduction

Fatigue – defined¹ as '*decreased capability to perform mental or physical work, produced as a function of inadequate sleep, circadian disruption or time on task*' – is recognised by NHS consultant occupational health physicians (OHPs) and the BMA² as an increasingly significant occupational health and safety psychosocial hazard because of its relationship with working hours and shift work (SW). Of particular concern are the following: clinical staff working nights; SW schedules involving early start or late finish times; short recovery times between shifts; rapidly rotating schedules; working full shifts in succession; long shifts of 12–13 hours; and exposure to excessive and high-intensity workloads.³ The RN4CAST survey⁴ found a rise in the number of UK nurses working long shifts (12 hours or longer) in NHS hospitals, from 31% in 2005 to 51% in 2009. And 32% of day shifts and 36% of night shifts were 12 hours or longer. Working at night is now recognised as the most common cause of fatigue.⁵ The resulting fatigue risk, arising from loss of sleep opportunity and circadian dysregulation^{6,7} impact both NHS work safety^{8,9} and worker health.^{10,11} The BMA² highlights many factors that may impact fatigue risk, including unplanned and unpredictable interruptions while on call, especially repeat disturbances during a single sleep period or when working on call over consecutive days; being bullied or harassed; stress associated with clinical negligence claims; pressures associated with time for training, education and non-clinical work; changing and unpredictable work patterns; and additional responsibilities and specific work requirements such as telephone triage and telephone consultations. Finally, the growing number of patient consultations increases the risk of decision fatigue.¹²

Despite working hours being regulated, it is evident¹³ that staff sometimes opt out of elements of the regulations; and in some cases doctors tacitly agree – or are actively encouraged – to work during days off or after night shifts. Many doctors either do not take breaks at all or use them to catch up on admin tasks. The GMC¹⁴ emphasised that doctors complain of widespread problems relating to poor rota design, coupled with increased demand. Doctors also report that arbitrary rota decisions can be made by people with no daily contact with those affected by decisions, and who do not understand the impact of SW, for example rotas not being available 6 weeks ahead of schedule. And, finally, the GMC reported that doctors feel requests for flexible work are often treated as an inconvenience, and they talk about the conflict between work and home life. However, there is a concern¹⁵ that attempting to solve the 'fatigue problem' by reducing working hours can create unanticipated negative outcomes, including: junior staff finding it difficult to gain critical clinical competencies; a higher clinical workload; failures in the continuity of patient care due to the increased number of patient handovers; and not addressing the most hazardous fatigue-related activity – driving home tired after night work.

The North-West NHS Consultant Occupational Health Physicians wish to raise concerns about the risk of fatigue among workers returning to the NHS after sickness absence. A post-pandemic trend of fatigue-related referrals, highlighted by Long COVID,¹⁶ heightened rates of work-related stress and psychiatric illness¹⁷ was noted by OHPs. Disruption of the hypothalamus-pituitary-adrenal (HPA) systems is known to interfere with normal sleep, increasing the risk of fatigue¹⁸ and the current working environment in the NHS appears to be an unsafe, under-staffed, high-pressured work environment where sleep deprivation is common.

Despite time pressure, long working hours and SW being acknowledged as important risk factors for occupational stress, fatigue and burnout,¹⁹ there are no formal approaches, or regulatory oversight, to monitor or investigate the impact of fatigue on clinical performance in healthcare. Management of fatigue risk in the NHS is haphazard or non-existent, with fatigue appearing to be seen as a property of the



individual rather than the organisational environment. Managing fatigue risk has not been considered in the same way as any other risk in a safe system of work, as part of the 'risk management system', under health and safety systems. Unlike other UK high-hazard industries (airline, nuclear, electrical, petrochemical, maritime, road or rail haulage)¹³ and healthcare in Australia,²⁰ where fatigue risk management systems (FRMS) are increasingly used as models to manage fatigue, the NHS has systemically ignored fatigue risk management²¹ and does not appear to manage fatigue as an occupational hazard, affecting every aspect of work.

The silence surrounding the issue of fatigue motivated the Health Services Safety Investigations Body (HSSIB) to capture evidence and explore links between healthcare staff fatigue and patient safety incidents.²² The perceived barriers to reducing fatigue include the following: fatigue does not carry a safety warning; a lack of awareness of the impact of fatigue on performance; fatigue having direct implications for organisational performance measures (efficiency, cost and productivity); concern about professional liability potentially associated with an individual reporting themselves as fatigued; and little enforcement of the European Working Time Directive.²³ No studies on fatigue management have been performed in the UK.⁷ This issue is being explored in the Ambulance Service,²⁴ and OHPs are aware of only one NHS Trust²⁵ (not in NW England) that has established fatigue risk management, as advised by the Health and Safety Executive (HSE).²⁶

After examining how safety management systems (SMSs) are used in other safety-critical industries, to inform the development of SMS in healthcare, the HSSIB²⁷ also reported that while there is clear accountability for safety at the provider level through CQC regulation, no multi-level framework specifies who should be accountable for managing safety risks across the healthcare system.

Consensus opinion^{28, 29, 30, 31, 32, 33, 34, 35} clearly indicates that employers and employees need better education about night work not being comparable with day work, and about the hazard of fatigue, health inequality, circadian rhythm and social desynchronisation relevant to shift workers (SWs), particularly the one in nine likely to be working night shifts.³⁶ We now present to Occupational Health (OH) clinicians the case for a quantum improvement in the risk management of fatigue, an emerging threat to health and safety that increases the risk of ill health, mortality and accidents.



2. Background to the current increased risk of fatigue in the NHS

The challenges relating to fatigue and burnout in the NHS are increasing, and they are now crucial considerations given that the NHS system was recently graded as being at 'significant risk'.³⁷ This grading is a result of the demand for NHS services growing beyond what was assumed in the Long Term Plan,³⁸ and the NHS struggling to recruit and retain enough staff with the skills needed to deliver care. Concerns about fatigue, clinician performance, patient and clinician safety predated the COVID-19 pandemic, which put unprecedented pressure on NHS staff.²¹ As discussed in the House of Commons,³⁹ the emergency of burnout is now a widespread reality in the NHS. The protracted COVID-19 pandemic and the unfavourable conditions in which medical staff operated for a long time gave rise to distinct stressors, including not only staffing difficulties but also overwork, increased patient mortality, inadequate personal protective equipment, potential moral injury, and the need to adapt working practices to manage infection risk. The Kings Fund⁴⁰ underlined that, as well as affecting individuals, poor staff health and wellbeing are associated with poorer care quality, patient satisfaction and financial performance, higher levels of staff absenteeism, turnover, intention to quit and, in the acute sector, levels of patient mortality.

Burnout, recognised as a common feature of emotionally demanding occupations comprising SW,⁴¹ is defined in ICD-11 as '*a syndrome conceptualized as resulting from chronic workplace stress that has not been successfully managed*'.⁴² Occupational factors considered to contribute to burnout include a challenging work environment (chronic excessive workload, increased paperwork, long hours, poor work–life integration, and high patient demand) and insufficient control (lack of skills, efficiency and autonomy) and/or resources (lack of peer and managerial support or inadequate physical resources).⁴³ In a pre-pandemic investigation undertaken for the GMC,¹⁴ nearly one in four doctors in training in the UK, and one in five trainers, said they felt burnt out to a high or very high degree because of their work. More than 33% of doctors working in secondary care said they had been unwell because of work-related stress in the previous year; nearly half of doctors in training reported working beyond their rostered hours; and one in five said their working pattern had left them short of sleep. Risk of burnout is now the highest since the GMC began tracking it in 2018. The GMC's National Training Survey 2022⁴⁴ found 63% of trainee doctors and >52% of trainers to be at high or moderate risk of burnout; 66% of trainees said they are 'always' or 'often' worn out at the end of their working day; and 44% are regularly 'exhausted in the morning at the thought of another day at work' – an increase of 7% since 2021. Another 2022 survey of NHS doctors⁴⁵ revealed that nearly 60% experienced poorer sleep during the pandemic, and 25% felt tiredness affected their ability to treat patients, with 18% reporting an error or near miss as a result.

Despite the NHS Long Term Plan³⁸ being designed to improve staffing and workload, an unprecedented and sustained high average level of SA continued in England. And the most commonly reported reason was 'anxiety/stress/depression/other psychiatric illness',¹⁷ with minor psychiatric disorder already acknowledged as being at significantly higher levels among NHS workers than the general population.⁴⁶

Heightened rates of fatigue during COVID-19, SA, stress, psychiatric illness⁴⁷ and burnout³⁹ all impacted staff retention. Despite pay being the main point of dispute in the recent strikes, multiple reasons drive NHS staff to leave,⁴⁸ with work–life balance and health roughly quadrupling as reasons in the last decade.⁴⁹ The increasing burden of SA is not only pushing up costs and disrupting service provision but also creating extra stress for the remaining staff, causing more to leave and creating further disruption for patients and services.⁴⁹ The proportion of junior doctors who took a break from training after completing their foundation years reached 65% in 2019, up from 16% in 2010.⁵⁰



It has been observed that, if not well managed, many generation Y trainees do not stay; to them, long hours and working through tiredness are not rites of passage and they have less loyalty to their employers. Generation Z, who will start training soon, may interpret long hours as a sign that management does not value employees, is out of touch or has not understood basic sleep health, given that circadian physiology was not part of the curriculum 20 years ago.⁵¹

Notably, there has also been a substantial increase in the number of doctors opting for early retirement from the NHS, surpassing the previous count more than three-fold during 2007–21. Repeated surveys from the BMA have shown that >50% of doctors planned to retire before the age of 60, with the strain of working through the pandemic having left many exhausted, battling stress and burnout.⁵² Being on call and doing SW may lead to the decision to retire, especially as older people are less likely to adapt to night-shift work, given that they typically have poorer quality sleep because of sleep fragmentation and waking frequently and early. This starts between the ages of 40 and 50, affecting a significant cohort of the current medical workforce.⁵³ Even relatively small periods of absence are associated with much higher leaving rates for consultants, nurses and midwives, particularly for absences related to mental health. Compared to those that have not had absences, an NHS consultant missing 3 days of work for mental health reasons is 58% more likely to leave 3 months later, and a nurse or midwife 27% more likely to leave.⁵⁴ Work–life balance was increasingly reported as a driving factor for nurses leaving, the second most common reason for leaving (after retirement), with >2.5 times as many citing it in 2018/19 than 2011/12, an additional 11,000 people.⁵⁵ Among the nurses, midwives and nursing associates leaving the professional register in 2022, physical and mental health was the second most cited main reason, with burnout or exhaustion coming third behind retirement.⁵⁶ Night shifts are also acknowledged as stressful and an important motivator for early retirement.⁵⁷

The loss of experienced nurses places pressure on newly graduated nurses joining the workforce, adding to their feelings of fatigue.⁵⁸ Coupled with high levels of attrition due to COVID-19 and also natural attrition, these factors have driven nurses to work extended hours and additional shifts to meet the shortfalls in staffing.⁵⁹ A total of 59% of those who responded to a 2017 survey conducted by the Royal College of Nursing⁶⁰ stated they were not able to take sufficient breaks on their last shift. When surveyed in 2021,⁶¹ 75% of nurses said they regularly work beyond their contracted hours at least once a week, with most of these hours being unpaid; and 17.4% reported doing so every shift or working day. What's more, 77.4% claimed having worked when they should have taken SA on at least one occasion over the previous 12 months. Of those who had worked when feeling unwell, 66.8% identified the reason as stress and 37.9% as mental health issues. Only 40% felt able to achieve a work–life balance, and 50% stated satisfaction with their working hours or the amount of choice they had over shift length or working hours. Meanwhile, 60.2% admitted to considering/planning to leave their job, with the main reasons being feeling undervalued and under too much pressure, and 59.6% declaring exhaustion. In the 2022 NHS Staff Survey,⁶² >21% indicated that they often or always felt every working hour was tiring for them. In 2023 only 25% of the NHS workforce said there were enough staff to do their jobs properly, 33% reported feeling burnt out and around 33% often thought about leaving.⁶³ Among mental health problems explored in recent meta-analysis, staff sleep problems seemed to be the most prominent, second only to stress.⁶⁴ Significantly, in their evidence to Parliament,⁶⁵ the Royal College of Midwives also complained that most midwifery leaders in NHS Trusts have no access to the board, resulting in midwives often feeling unheard and Trust boards being unaware of their concerns.



3. Types of risk from fatigue

3.1 Operational (health and safety, clinical, patient safety and outcomes)

Fatigue is one of the top workplace safety risks today – and arguably one of the most modifiable. The extraordinary – but preventable – economic cost of fatigue-related incidents is increasingly recognised.⁶⁶ We now know that most adults need 7–8 hours of sleep, and poor sleep leads to errors, poor interpersonal interactions and worse customer service.⁶⁷ A large systematic review showed that, including increased workload and workflow interruption, the main reasons for medical errors are stress, fatigue and night shifts. Adverse events occur more frequently during less well-staffed shifts and when working hours exceed 12 hours/shift and 40 hours/week. Nurses working night shifts and rotating shifts struggle more to stay awake during their work activities and they are twice as likely to make errors, compared to nurses working day/evening shifts.⁶⁸ Nurses working 12-hour shift patterns may sleep, on average, only 5.5 hours between shifts.⁶⁹ In a 2021 study of night-shift-working nurses and midwives in England, the median sleep time between night shifts was 5 hours; 86% of participants reported getting ≤ 6 hours sleep; and the prevalence of sleepiness was 28%.⁷⁰

In a study of military SWs, 62% were classed as poor sleepers.⁷¹ And more than one in four may struggle with working at night because of ‘shift work disorder’.⁷² Work-related fatigue was reported by 91% of UK anaesthetists in 2018⁵ and by 91.6% of anaesthetists in 2024, in 32 European countries.⁷³ Workers with sleep problems have 1.62 times higher risk of injury than workers without sleep problems; approximately 13% of work injuries could be attributed to sleep problems.⁷⁴ Sleep deprivation, putting night workers at up to three times higher risk for excessive sleepiness than day workers, is a particular concern in safety-sensitive environments,⁷⁵ as are increased errors and decreased performance.⁷⁶

Sleep studies show that cumulative wakefulness >15.84 hours predicted performance lapses; chronic restriction of sleep to 6 hours or less per night produced performance deficits equivalent to up to 2 nights of total sleep deprivation. Also, subjects are largely unaware of increasing cognitive deficits, which may explain why the impact of chronic sleep restriction on cognitive function is often judged to be benign.⁷⁷ A loss of 2 hours’ sleep produces measurable decrements in cognitive performance. Being awake for >24 hours (as can happen at the end of the first night shift) can reduce cognitive performance by $>70\%$ and clinical performance by $>85\%$, with performance deteriorating with increasing task complexity.⁷⁸ After being awake for 17 hours, reaction times are equivalent to being at the limit of the drug/alcohol level for driving.⁷⁹ And outcomes are worse for patients operated on in the early hours.⁸⁰

Risk is cumulative: it rises with each subsequent night shift, up to six-fold when comparing the fourth consecutive night with the first.⁸¹ Age is also an important factor in determining resilience to fatigue. Although occupational injuries are less frequent in older workers, those that do occur tend to be more serious, and there is evidence from studies of objectively measured performance capabilities to suggest that older workers may be less able to maintain performance over the course of a night shift and to cope with longer spans of successive night shifts.⁸² The age profile of NHS staff is relevant here, with 34% of doctors aged 45 and over, 25% of nurses aged 45–54, and 2% aged 65 and over.⁸³ Frequency, duration and intensity of work, individual clinical experience, level of supervision and support from the wider team also all influence fatigue-related risk.¹⁵ We know that $<3\%$ of permanent night workers adapt completely to night shifts.⁸⁴



In 2017, based on the most recent data in the field, the Risk Index was updated⁸⁵ to predict occupational injury risk across different work schedules. Areas of highest risk are:

- **when shift length exceeds 11 hours.** Injury risk increased substantially beyond the 9th hour on duty, and beyond 12 hours the injury risk increased by 34%;
- **when work takes place during the night,** particularly for more than three consecutive night shifts. Compared to morning shifts, the injury risk increased significantly on night shifts, by 36%;
- and **when rest breaks are not taken frequently enough** (<4 hours) or are too short (<30 minutes). Risk is reduced for any rest break duration.

Commuting, particularly home from the night shift, is another big issue. A worrying 57% of trainee and 45% of consultant anaesthetists described having accidents or near misses while driving tired.⁵ Following a night shift, 49% of nurses reported nodding off at the wheel, and 44% reported narrowly avoiding a car accident in the past 12 months. An abnormal ESS score was significantly associated with near-miss car accidents.⁷⁰ And 20–25% of road traffic accidents are fatigue-related⁸⁶ and 24-hour SWs who have just come off shift have a 55-times greater risk of accident than someone who has just got up.²⁸ While until recently fatigue was omitted as a causative or contributing factor in the NHS national error reporting systems,⁸⁷ the Patient Safety Incident Response Framework (PSIRF)⁸⁸ now heralds a significant cultural shift. The HSSIB emphasised the importance of the psychological and physical aspects of staff safety within the NHS Patient Safety Strategy refreshed in 2023.⁸⁹

3.2 Workforce (supply, performance and retention)

In the current workforce crisis, with the risk to patients increased by poor staff health and low morale, SA, early resignation and retirement,⁹⁰ it is clear to OH clinicians that poor sleep quality among NHS staff is associated with excess SA,⁹¹ reduced workplace productivity⁹² and burnout.⁹³ As with accidents, sleep and circadian disruption of internal physiological processes is likely to be the pathway to chronic health problems in SWs.⁹⁴ Night-shift workers experience shorter sleep durations (≤ 7 hours) than never-night-shift workers,^{6, 94} a more adverse risk profile for chronic diseases⁹⁵ and higher risk of long-term SA.^{96, 97} The strongest risk of sickness absence appears to be associated with highly irregular working hours, interrupted job contracts, and night and weekend shifts.⁹⁸ Shifts of >12 hours were significantly associated with a greater risk of vital nursing care being left undone,⁴ and with increased SA for nurses,^{99, 100} but not associated with reduced staffing hours/patient day and staffing costs.¹⁰¹

The problem of staff SA and underperformance becomes more complex when we note that, in addition to SWs experiencing work-related fatigue because of their disturbed circadian rhythms and sleep loss, overall people doing SW are less healthy than their colleagues working regular hours. Not only was the proportion of men and women in SW recorded highest in the most deprived versus least deprived socio-economic quintile, but SWs were also more likely than non-SWs to report fair or bad health, to have a limiting long-standing illness, to have more than one long-standing illness, to be obese (30% versus 23%), to smoke and to have diabetes¹⁰² (<https://www.bbc.co.uk/news/health-30449818>). OH clinicians should be aware of growing new evidence that the stress imposed by sleep-wake disruption and living with unfavourable circadian phases is a possible risk factor for SWs, leading to derailment of body systems, physiological stress, and ultimately ill health^{103, 104, 11} and mortality.⁹⁶ Circadian misalignment affects the risk of cancer and metabolic, cardiovascular and mental health issues by inducing sleep deficiency, sympathovagal and hormonal imbalance, inflammation, impaired glucose metabolism and dysregulated cell cycles.¹⁰⁵ Cell death with severe sleep restriction can be caused by oxidative stress, with the gut appearing central in



this process.¹⁰⁶

Negative health outcomes linked to circadian misalignment and SW include: multiple forms of cancer,¹⁰⁷ gastrointestinal¹⁰⁸ and cardiovascular disease¹⁰⁹ (the risk of cardiovascular events increased by 7.1% for every 5 years of exposure), type 2 diabetes,^{110,111} metabolic syndrome,¹¹² obesity,¹¹³ infection,¹¹⁴ asthma,¹¹⁵ immunity,¹¹⁶ inflammation,¹¹⁷ multiple sclerosis,¹¹⁸ hyperalgesia,¹¹⁹ migraine,¹²⁰ Alzheimer's disease,¹²¹ alteration to gut microbiota,¹²² menstrual irregularity,¹²³ endometriosis,¹²⁴ infertility,¹²⁵ miscarriage,¹²⁶ small elevations of risk for preterm birth, and indices of foetal growth retardation.¹²⁷

From a mental health perspective, SWs experience more psychiatric disease and greater psychosocial distress, including depression, anxiety,^{128,129} and alcohol problems.¹³⁰ SW also involves alteration in psychophysical homeostasis, is an obstacle for social and family relationships, and is a risk factor for stress.¹³¹ While poor work–life balance accounted for almost three times as many NHS job leavers in 2021 as in 2011,¹³² it is also one of the most powerful predictors of mental health problems in doctors,¹³³ doctors in training,¹³⁴ women with small children, and those lacking support, who are at particular risk.¹³⁵ The gender ratio of NHS staff is relevant here, because 88% of nurses and 47% of doctors are female.⁸³ And 45% women in SW have a long-standing illness versus 39% who work non-shift hours.³⁶ Also, 90% of 2,000 women doctors admitted that menopause-related fatigue and sleep symptoms impacted their working lives (only 16% discussed these problems with their manager).¹³⁶

OH clinicians could conclude that fatigue mediated by the listed medical and psychosocial factors can be catalysed by work-related sleep loss, compounding functional impairment. Thus, SWs can face a 'double whammy'. Furthermore, an individual who is unable to sustain energy output, finding it difficult to maintain cognitive and physical performance, often needs OH clinicians' advice on work modifications, for example altered hours, more breaks, additional support, working from home, and modifications to PPE or work environment. These adjustments for a fatigued individual may cause asynchrony, frustration and reduced efficiency among the team. Overall, work outcomes are likely to include reduction in SWs' *morale, attendance and productivity, affecting recruitment and retention.*

3.3 Financial (legal, governance, regulatory and reputational)

OH clinicians are likely to be already aware that poor staff health and wellbeing is associated with worse quality of care, patient satisfaction and financial performance and increased staff absenteeism, turnover, 'intention to quit' and patient mortality.⁴⁰ Improving UK employee health and wellbeing could, on the other hand, benefit staff and patient care and have an impact of £130–£370 billion/year (£4,000–£12,000/employee) or 6–17% of GDP.¹³⁷ Over the 3 years up to 2021/22, expenditure on NHS bank and agency staff increased by 51% (from £3.45 to £5.2 billion) and 23% (£2.4 to £2.96 billion), respectively, reflecting some of the challenges of responding to the COVID-19 pandemic.¹³⁸ Around 16% of total temporary (bank and agency) nurse and midwife use (equating in 2020/21 to around £130 million) is to cover long-term sickness.¹⁷ It was recently confirmed that, annually, the UK loses an equivalent of around 207,000 working days because of insufficient sleep, costing £40 billion, or 1.86% of GDP.⁹⁶ The increased risk of all-cause mortality relating to SW should also be factored in, as any fatality causes years of lost workplace contribution. Organisational costs will also include clinical negligence claims, the overall total estimated cost of which was £6,278 million¹³⁹ in 2022/23. The number of incidents reported by NHS staff per month roughly doubled between 2010 and 2020.¹⁴⁰ And the annual cost to the UK of fatigue-related accidents at work is £115–240 million.²⁶

Medication administration errors (MAEs) cause preventable patient harm and cost billions of pounds in already strained healthcare budgets. In a scoping review 82% of studies identified fatigue as a contributing factor in MAEs and near misses.⁹ The Care Quality Commission lists fatigue as a 'human factor' for consideration in medicine errors.¹⁴¹ Noting 11,000 avoidable deaths/year due to patient safety failings, the Parliamentary and Health Service Ombudsman¹⁴² warned in 2023 that: '*Complex systems need robust regulation and oversight to recognise good practice and identify poor systems. Patient safety will always be at risk*



in environments that are under-staffed and where staff are exhausted and under unsustainable pressure.'

Failure to address issues that contribute significantly to fatigue, for example understaffing, not providing legally mandated breaks and overscheduling workloads, or where it can be demonstrated that the working time arrangement contributed to the employee's health problems, indicates a potentially dysfunctional (patient) safety culture and exposes the NHS, an 'anchor organisation',¹⁴³ to significant legal liability and reputational damage in the event of fatigue-related errors/adverse events.^{144, 145} Because the development of diseases in SWs may be irreversible, and the sequelae associated with fatigue are chronic in nature, prevention is critical.¹⁴⁶ Policies aimed at improving the mental and physical health of staff seem more likely to boost retention than other measures aimed at reducing health-related absences.¹⁴⁷ Solving the problem of insufficient sleep is a potential 'win-win' for individuals, employers and wider society.

4.1 Risk management

To improve organisational health, safety and equity, and in compliance with the Health and Safety at Work etc. Act 1974 and Management of Health and Safety at Work Regulations 1999, OH clinicians should advise employers, as recommended by the Health and Safety Executive (HSE),^{148,26} to manage fatigue relating to SW like any other human factor hazard. Best practice is therefore for Trusts to *register fatigue as a risk on the Risk Management Framework and develop a Fatigue Risk Management Strategy* (and policy), containing an integrated programme of measures, to identify the risks associated with fatigue, to quantify



4. Interventions

the risk to staff and patients, and to create strategies to reduce risk.

While fatigue is to a certain extent unavoidable, it is still possible to reduce worker fatigue-related risk using mitigations other than changes to the working time arrangement and complying with the Working Time Regulations is not sufficient to control the risks. A systems approach, based on the principles of risk and safety management, should provide better risk mitigation. However, as Dawson and Thomas¹⁵ warn, and OHPs are aware, solutions developed for other industries may not be suited to healthcare. Patients are not aeroplanes, and hospitals are not production lines.¹⁴⁹ Doctors cannot simply stop work like lorry drivers can, and sometimes, as Dawson¹⁵ says, 'a tired doctor is better than no doctor'.

Instead of developing and evaluating comprehensive FRMS (as in other safety-critical industries), the healthcare sector has leaned towards discreet interventions to mitigate the psychological and physiological effects of shift work. In 2017 Waclawski and Noone^{150,151} highlighted that such countermeasures are an inadequate response to HSE guidance¹⁴⁸ on managing fatigue in safety-critical industries, an incomplete application of the risk management and control paradigm, and have little practical effect. Waclawski and Noone recommended a review of the risk assessment and management control measures used by each employer. OH clinicians were encouraged to promote, facilitate and implement effective FRMS in safety-critical healthcare, to support health professionals, their employers and the communities in which they operate. OH clinicians should however note that hybrid strategies,⁶⁶ combining both prescriptive rule sets and risk-management-based approaches, can create the flexibility needed to reduce fatigue-related risk, based on the specific needs of different work environments, while maintaining appropriate regulatory oversight. The guidance by the Health, Safety and Wellbeing in Healthcare Partnership Group (HSWPG) on meeting legal standards,¹⁵² backed by the HSE, includes SW.¹⁵³ And in 2023 The Royal College of Anaesthetists established standards for managing staff fatigue.¹⁵⁴ Following a unique collaboration and combined expertise from healthcare and other safety-critical industries, the Chartered Institute of Ergonomics and Human Factors recently developed a roadmap, enabling a systematic and system-based approach to fatigue risk management for all staff groups working within health- and social-care settings.¹⁵⁵

4.2 Risk assessments

OH clinicians can anticipate risk assessments to be delegated to operational managers, supported by Trusts' health and safety advisers. HSWPG guidance¹⁵³ should be recommended and used in OH. Fatigue-related risk requires consideration of many factors, including shift patterns (frequencies/durations), type of work, workload intensity, level of supervision, team support and individual experience. Measuring and monitoring sleep, wakefulness and time of day is often a more effective way to quantify and control fatigue-related risk.¹⁵

4.3 Risk control

As advised by the Medical Protection Society³⁹, OH clinicians¹⁵⁶ should be involved in planning and supporting psychological safety, when policy around safe working hours is being re-evaluated, and fatigue management systems are being put in place. Adopting the preventative approach in the NHS Long Term Workforce Plan,¹³⁸ employers, collaborating with OH, safety representatives and employees, should



introduce interventions to reduce risk, by following HSWPG guidance¹⁵³ and:

- Prioritising sleep as a pillar of health, preventing excessive hours of work and sleep deprivation, scheduling work safely 24/7, factoring in healthy food and drink options, time, and places to rest and recover from work, particularly when working on call or overnight. Rotas should support limiting shift length, reducing frequency of overnight work, and protected time while off duty. A 15- or 20-minute nap can significantly improve alertness. Setting clear boundaries between work and personal life, disengaging mentally from work, and implementing compensatory strategies can reduce symptoms of burnout,¹⁵⁷ with control over shift patterns crucial to achieving recovery from fatigue.¹⁵⁸ A risk stratification process, to identify and target 'at-risk' workers based on rota patterns, overtime and reduced sleep opportunity, is suggested.⁷⁰ The Flexible Working (Amendment) Regulations 2023 (SI 2023/1328) and Employment Relations (Flexible Working) Act 2023 now give employees more ability to request flexible work schedules.
- Providing SWs – at induction and as part of Patient Safety Training⁸⁹ (now accessible by every NHS member) – with *sleep and circadian health education*. This should focus on the crosscutting theme of health equity, getting better sleep to achieve better brain^{159, 160} and overall health¹⁶¹ and recognising the signs of fatigue and strategies to manage fatigue.¹⁶² Professionals are expected to use their off-duty time wisely, to maximise sleep. Policies should acknowledge that driving when fatigued has similar physiological legal consequences to driving when drunk.⁷⁹
- *Managers using night-worker health assessments, sickness absence policies and wellbeing conversations to identify struggling workers and refer them to OH.*¹⁶³ This is particularly relevant for people with protected characteristics (for example, pregnant and menopausal women, older and disabled workers, time-limited medication users), and it should be in concordance with the Equality Act, ensuring that workers are kept safe and advised about adjustments. Employers should also enable screening for sleep disorders and SW-related medical conditions. When managing workers at risk from shiftwork, OH clinicians might find helpful guidance published in 2022 by the SOM.¹⁶³

4.4 Risk review

Risk review could include considering fatigue as a possible contributory factor to patient safety incidents, when proportionately responding on the PSIRF.⁸⁸

4.5 Useful guidance

See guidance published by Business in the Community,⁶⁷ the Association of Anaesthetists,¹⁶⁴ the HSSIB,²³ the Royal College of Nursing,^{165, 166} the Royal College of Midwives,¹⁶⁷ the Royal College of Physicians,^{168,}⁷⁸ the Royal College of Surgeons,¹⁶⁹ the Paediatric Critical Care Society,^{170, 171} the British Medical



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Association,^{172, 32} NHS Employers,¹⁷³ Queensland Health,²⁰ the Royal Society for Public Health,³¹ the Chartered Institute of Ergonomics and Human Factors,¹⁵⁵ the HSE^{174, 26, 148} and the TUC.¹⁷⁵

Sleep loss and circadian dysregulation, particularly relating to shift work, have a devastating impact on health and safety, especially given the commercial and logistic implications, also on productivity and national economic performance. Occupational health physicians recognise that fatigue risk management could be considered the perfect example of a 'wicked problem'. In other words, it is part of a system of interrelated problems, where the solution is complex, multi-factorial and requires thoughtfulness, flexibility and time.¹⁷⁵ Work hours control both the duration and timing of wakefulness and the duration and timing of sleep, which affects the manifestation of mental fatigue, which in turn influences performance – including physical,¹⁷⁶ mental,¹⁷⁷ leadership,¹⁷⁸ team-based¹⁷⁹ and safety risks.¹⁸⁰ The complexity of dealing with fatigue by changing working-time arrangements alone can lead to feelings of impotence and an understandable preference to ignore or overlook the problem rather than dealing with it.¹⁵ 'Wicked problems' (such as fatigue) nonetheless should be continually addressed because of their importance.¹⁸¹

Lessons can be learned from recent NHS risk management of COVID-19, when prevention measures were not taken at the onset. As a result, compound exponential effects from the disease set in, requiring expensive reactive measures.¹⁸² Employers need to understand that, because of the lack of preventative measures for fatigue, ill health in the population of SWs is similarly becoming embedded, with enormous budgetary implications further down the road. Professor Agius¹⁸² reminds OH clinicians that objective determination of risk should stand on its own merits as a first step in worker protection, before addressing control measures. Also, the primary aim of OH is protection of workers' health.

NHS employers¹⁷³ acknowledge that its 1.48 million employees are the NHS' greatest asset. As evidenced above, the consensus from professional/medicolegal bodies is that a move towards prevention is needed, with more emphasis placed on improving underlying working conditions that impact the wellbeing of clinicians and patient safety. Billy Palmer, Nuffield Trust Senior Fellow, said¹⁸³ that although there's been a lot of focus on recruitment, "*we need more endeavour to improve the working conditions of existing staff and protect them from illness*". The Nuffield Trust is calling for '*concrete support*' to enable employers to improve the NHS staff experience and to '*break the cycle of staff absences, sickness, and leaving rates*'.

Given the continued need for out-of-hours work and the fatigue that is likely to increase in the current NHS crisis, applying evidence-based, just and effective patient safety principles is more important than ever.¹⁸⁴ OHPs opine that the dangerous combination of serious injury and even potential death, as well as ill health, we now know to be associated with sleep loss and circadian dysregulation in workers, justifies a robust response.

Employers need to acknowledge the reality: sleep is essential to health, and the only remedy for sleep deprivation is sleep. The adverse effect of shift work is mainly due to acute sleep loss, arising from loss of sleep opportunity because of long shifts and circadian rhythm disruption.⁹⁴ Improvement to NHS workforce productivity and safety is likely to result from all the workforce taking fatigue seriously, and reassertion of OH principles, while addressing operational needs. Legal obligations need to be translated



into organisational practices, by employing a well-trained, healthy and supported workforce, and by OH clinicians understanding the associated risks of fatigue, and acting to mitigate these risks, advising practices that prevent or reduce ill-health-related job loss and avoid accidents at work or between work and home.

Collaborative work should be undertaken, to act boldly, especially as fatigue is now part of the patient safety agenda.²² Dots need to be joined with other data, e.g. a health economic analysis around the cost of fatigue and cost effectiveness of FRMS. Further research should be funded, not only into the health impacts of night work and ways to mitigate, but also into a portfolio of biomathematical models that are validated by targeted scientific studies to identify levels of fatigue risk. Addressing the risks arising from fatigue and filling the void of collective action is likely to be the most equitable approach to achieving sustainable change in the NHS, delivering savings and efficiency.

The interventions suggested above are in line with the current NHS focus on 'systems solutions' to both safety and equity, and they avoid creating the paradox of informing staff about errors while offering no solution to the existing risk.¹⁸⁴ As the HSSIB suggested, 'Safety science had established that patient safety would gain more by looking at organisational resilience than staff resilience'.³⁹ And: 'The question would appear not whether healthcare should start to manage fatigue as a risk but how strategically to develop pragmatic operational fatigue management systems for the many different types of work and workforce'.²³ Prevention is not only better – and cheaper – than cure¹⁸⁵ but also concordant with the NHS net zero policy.¹⁸⁶ Finally, fatigue in the workforce is now centre stage¹⁷⁵ and health improvement and action on health inequalities are embedded in the Health and Care Act's 'triple duty'.¹⁸⁷



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