

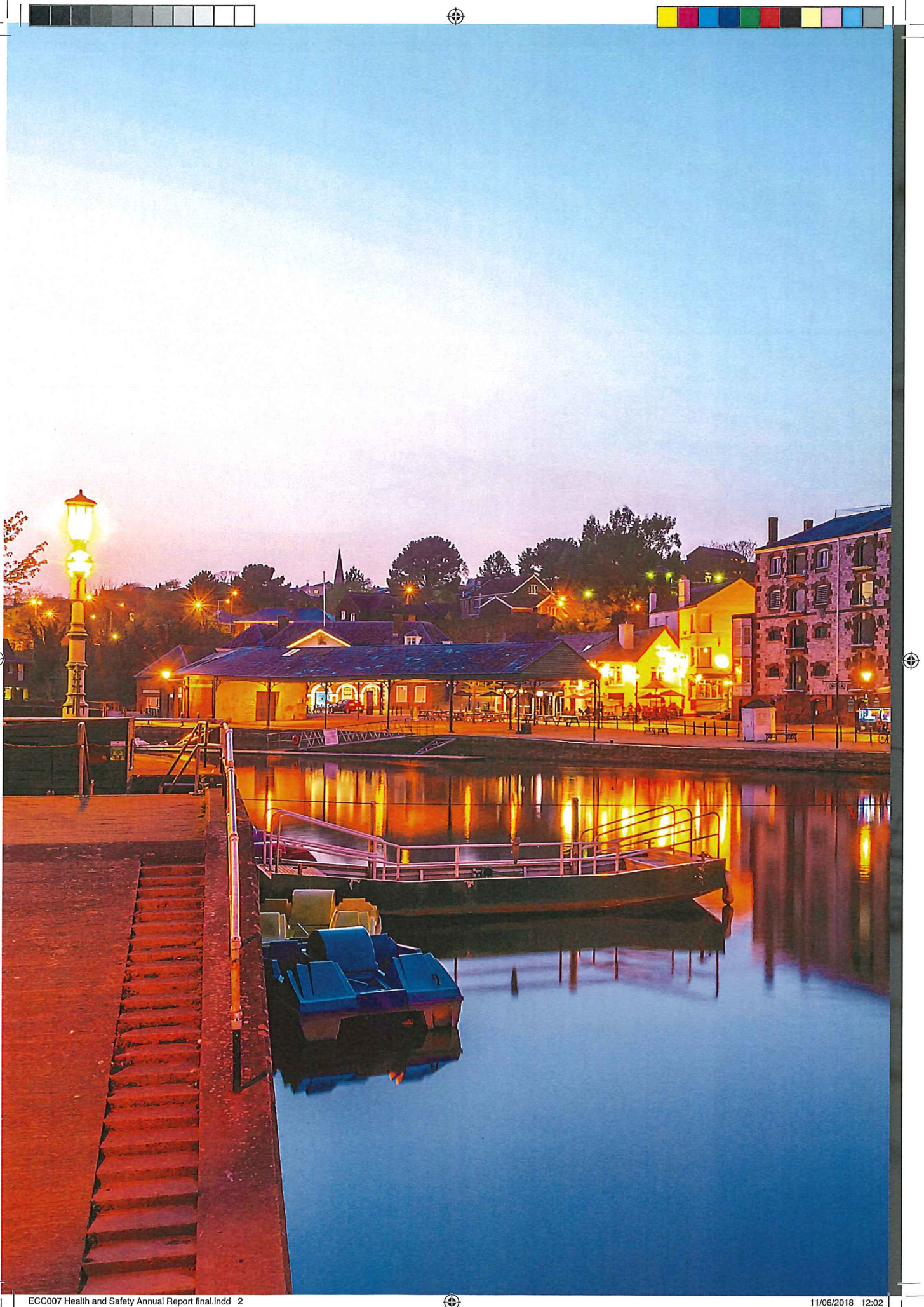


Health and Safety at Work Annual Report 2017



Exeter
City Council





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1

Introduction



- 1.1 Exeter City Council's aim is to strive to act as an exemplar of health and safety practice. Exeter City Council will accomplish this by continually seeking to improve our health and safety management system so that it meets with our vision and values and the expectations of those affected by what we do.
- 1.2 Exeter City Council, in its ambition to be an exemplar of health and safety, is seeking to maintain and advance its positive health and safety culture by creating an environment with fairness and clear lines of responsibility at its core.
- 1.3 Exeter City Council recognises that complying with The Health and Safety at Work etc. Act 1974 and pertaining regulation is a legal requirement; therefore Health and Safety is equally as important as all other corporate aims.
- 1.4 It is the main priority for Exeter City Council to create a safe working environment for all employees, contractors, and members of the public by following legal requirements and best practice in relation to occupational health and safety management.
- 1.5 Exeter City Council's culture is based on planning, implementation, and review, which means we will measure our performance and failures and learn from them to allow progress and improvement. This in turn will allow staff and contractors to fully understand and appreciate safety standards and procedures, leading to a safe working environment for all.
- 1.6 Best practice suggests all organisations produce and publish an Annual Health and Safety Report. As such, this report summarises Exeter City Council's health and safety performance during 2017. The aim is to provide relevant information on what the Council is doing to protect its employees, volunteers, contractors, service users, and members of the public.
- 1.7 This annual report provides an overview of key performance statistics including the number of lost working days and reportable accidents, along with commentary on key aspects of health and safety.
- 1.8 The format for this year's report has changed slightly to reflect progress during the year as well as planned activity during 2018.



2 Corporate Health and Safety Team

Did you know?

Under health and safety law an organisation must appoint one or more people to help it undertake measures needed to comply with health and safety regulations. The Corporate Health and Safety Team and the Compliance Officers are the people in our organisation appointed to do this.

The Corporate Health and Safety Team provide a support service to all frontline Council services and to back-office services right across the authority. This includes an advisory service, a training service, an audit and monitoring service, and responsibility for the corporate health and safety assessment software system.

The team, pictured below, are:

- Simon Lane, Environmental Health and Licensing Manager;
- Paul Barton, Principal Health and Safety Officer;
- Rich Shears, Health and Safety Assistant.

Occupational Safety and Health professionals are also employed within Housing Services and Place to oversee compliance in these key areas.



3 Building Safety



3.1 Background

3.1.1 This section covers all aspects that apply to Council owned buildings and Council operated buildings. Those responsible for this area are designated either as part of their job role, such as Premises Manager, or because they have taken on an additional duty, such as Fire Wardens or First Aiders.

3.2 The Legal Position

3.2.1 The Regulatory Reform (Fire Safety) Order 2005 requires organisations to:

- carry out a fire-risk assessment identifying any possible dangers and risks;
- consider who may be especially at risk;
- eliminate or reduce the risk from fire (as far as is reasonably possible) and provide general fire precautions to deal with any possible risk left;
- take other measures to make sure there is protection if flammable or explosive materials are used or stored;
- create a plan to deal with any emergency; and
- review the risk assessment, as detailed in guidance.

3.2.2 The duty to manage asbestos is contained in Regulation 4 of the Control of Asbestos Regulations 2012. It requires the person who has the duty (i.e. the 'duty holder') to:

- take reasonable steps to find out if there are materials containing asbestos in non-domestic premises, and if so: its amount, where it is, and what condition it is in;
- presume materials contain asbestos unless there is strong evidence that they do not;
- make (and keep up-to-date) a record of the location and condition of the asbestos-containing materials (or materials which are presumed to contain asbestos);

- assess the risk of anyone being exposed to fibres from the materials identified;
- prepare a plan that sets out, in detail, how the risks from these materials will be managed;
- take the necessary steps to put the plan into action;
- periodically review and monitor the plan and the arrangements to act on it so that the plan remains relevant and up-to-date; and
- provide information on the location and condition of the materials to anyone who is liable to work on or disturb them.

3.2.3 The Electricity at Work Regulations 1989 apply to all work activities involving electrical equipment. They place duties on employers, the self-employed, and employees (subsequently referred to as 'duty holders') to control risks arising from the use of electricity.

3.2.4 There is no statutory requirement to provide first aid under the First Aid Regulations other than for people at work. However, the Health and Safety Executive strongly recommend the public are considered when conducting first aid assessments and providing first aid. The Council is a public-serving organisation and members of the public that regularly use our buildings must therefore be considered in the Assessment of First Aid Needs in all relevant areas of our business.



3.3 The Exeter City Council Position

3.2.5 *Legionella* risk management falls under the Control of Substances Hazardous to Health regulations and, more generally, the Management of Health and Safety Work regulations. The management of *Legionella*

is primarily a function that is undertaken in buildings, but in Exeter City Council's case is also required at a few outdoor assets (i.e. the non-buildings environment, for example St Thomas Splash Pad)

3.3.1 Fire remains the risk with greatest likelihood of killing the most number of people in the shortest space of time in a workplace. The severity remains high but the likelihood has been reduced over many decades by improvements to building design, fire protection systems, and fixtures and fittings standards. Fire safety training remains a mandatory requirement for all employees.

always seek to identify and prosecute perpetrators of fly-tipping.

3.3.2 Poor maintenance and checks of portable appliances poses a risk of causing electrical shock or fire. Due to resource implications, portable appliance testing across Council buildings has fallen behind schedule and therefore potentially poses a risk to the authority.

3.3.5 Ongoing monitoring of radon gas takes place at the Underground Passages, with the Facilities Manager trained as a Radiation (Radon) Protection Supervisor. Detailed records are kept of employee time spent in the Passages and the Heritage Centre. An information briefing is handed to all contractors that visit to work in the Passages regularly or for one-off contracts.

3.3.3 Asbestos remains a significant threat to the Council as many Council buildings contain asbestos. To manage the risks associated with asbestos fibre release, a number of key officers have received training to help services manage asbestos in their buildings, as well as to coordinate and monitor the work of contractors in Council premises where asbestos is present. There has been a reduction in cases of asbestos-related accidents in the last few years as a result.

3.3.6 The Water Hygiene Risk Management Policy was reviewed at the end of 2016. The revised policy identifies clear lines of responsibility across the organisation from the Duty Holder into the Directorates of Place and Housing.

3.3.4 Asbestos is sometimes present in fly-tipping offences. The Corporate Health and Safety Team attend and advise in these situations. As an authority we

3.3.7 The Policy provides guidance on training competencies for responsible persons and nominated persons, and also for Environmental Health Officer competency in inspection of non-healthcare commercial spa pools.

3.3.8 Risk of infectious disease (*Legionella*) from mismanagement of water systems continues to be mitigated by a schedule of monitoring by a competent water hygiene contractor.



Photo 3.3.4

Fly tipped asbestos containing materials in a public park during September 2017



Right: Photo 3.4.1

Fire destroys DCW's recycling facility, 6th March 2017, causing lost production at our own recycling facility across the street due to drifting smoke and debris.

Below: Photo 3.4.2

The Royal Clarence was the oldest hotel in England. Its destruction by fire was national news for several days in 2017.



3.4 2017 Progress Report

3.4.1 A number of Council buildings were affected by fire during 2017. At Rennes House, a toaster caught fire and the Fire and Rescue Service attended. At the Guildhall, there was a fire in a fan unit under the dais that resulted in a full evacuation of the building. The Riverside Leisure Centre had a fire in a sauna that caused extensive damage and ongoing closure of many parts of the facility, including the swimming pool. At the Civic Centre, contractors using hot work processes caused a fire alarm activation and full evacuation of both phases and the Citizens Advice Bureau adjoining. The Materials Reclamation Facility lost production when it had to be closed due to a serious fire at a private recycling plant across the road. A refuse collection vehicle caught fire on the rounds in January 2017. All of these fires resulted in lost time and lost production, however there were no employee casualties resulting from the incidents.

3.4.2 Fire and emergency evacuation drills were carried out at the majority of council owned buildings, however there were a small number where a better schedule needs to be implemented during 2018. Premises Managers are asked to provide Corporate Health and Safety with the dates that their fire evacuation drill(s) took place as part of the annual safety audit of their building.

3.4.3 During 2017, detailed fire risk assessment reviews were carried out for the Guildhall, RAMM, the Materials Reclamation Facility, Cathedral & Quay multi-storey car park, Mary Arches multi-storey car park, and Princesshay 3 Underground car park. The majority of areas requiring attention followed a similar pattern to assessment reviews of our other large buildings in 2016: compartmentation, fire

door compliance, and fire alarm systems requiring upgrade. Remedial work is prioritised in the Place programme.

3.4.4 Certain building fire risk management policies were reviewed following a letter to the Chief Executive from the Chief Fire Officer (Devon and Somerset), 24th March 2017. This particularly applied to sleeping accommodation, but also generally to all Council buildings. Furthermore, Fire Officers inspected the Civic Centre and Rennes House following the Grenfell Tower tragedy as part of a city-wide inspection of taller buildings. No major issues were found with either building.

3.4.5 During this year, Health and Safety Compliance has reviewed the Fire Risk Safety Management Policy for Council Housing. The policy, which now identifies a zero-tolerance policy for items on communal escape routes in social housing stock, is available from the Housing (Assets) Department.

3.4.6 The Council is a member of the Asbestos Control and Abatement Division (ACAD). The aims and objectives of ACAD include acting positively to promote best working practices, providing accurate information to members and the industry as a whole, and to work closely with statutory bodies such as the Health and Safety Executive and the Environment Agency.

3.4.7 Following a history of incidents in Housing Services relating to asbestos release, Housing Services appointed a Health and Safety Compliance Lead officer, under whom a Works Surveyor dedicated to asbestos safety compliance is engaged. Asbestos release incidents involving contractors have dropped significantly since two years ago as a direct result of

Did you know?

The Royal Clarence Hotel fire lasted longer than the Great Fire of London.

Year	Number of incidents in housing
2011/2012	15 (2 of which were RIDDOR reportable)
2012/2013	15
2013/2014	8
2014/2015	7
2015/2016	6
2016/2017	0

Table 1
Asbestos release incidents.

this. Nonetheless, spot checks of contractors working on Council premises – especially social housing stock – should remain a priority for Housing Services during the forthcoming year. During this year Housing Health and Safety Compliance has significantly reviewed the Asbestos Policy and Management Plan for Council Housing.

- 3.4.8 Radon samples were taken in the Underground Passages during 2017 (as they are annually) and levels are shown as greatly reduced since engineering controls began to be introduced in 2009. However, a change to the Ionising Radiation Regulations next February (2018) means that with the level of radiation recorded in the passages we will have to

notify The Health and Safety Executive and be entered on their register. We are taking advice from our Radiation Protection Advisor as to whether we will also need a certificate of consent to operate within the Passages. The implications are that we need to keep the Passages entered in a national register. It is anticipated that there will be no change to our ongoing risk management of radon in the Passages and employees working there remain along way below the exposure action level that would constitute them being radiation workers.

- 3.4.9 *Legionella* risk assessments were reviewed and renewed in all locations with remedial actions taking place as advised by H&S and a consultant.

3.5 Planned Activity in 2018

3.5.1 Prioritise actions arising from fire risk assessment reviews

Prioritise actions across Property Services and Housing to achieve compliance in compartmentation, fire doors, fire alarm system upgrades, and any other locally identified priorities.

- 3.5.2 Fire evacuation schedules are to be prepared for RAMM Ark, Bradninch Top Floor (Phoenix Arts Centre lead), Custom House Visitors Centre, Exeter Corn Exchange, River and Canal Workshop, Exmouth Buoy Store, Control Centre (Land Securities lead) to ensure at least one evacuation fire drill is carried out during 2018.

- 3.5.3 Review of security measures at all Council-owned buildings in line with revised guidance from the Home Office, presented by the police in Exeter as Project Griffin.

- 3.5.4 Review of Fire Warden and First Aider provision to explore whether a Safety Responder role is more appropriate.

- 3.5.5 Compile and implement a schedule of portable appliance testing.

- 3.5.6 Radon notification and registration plus refresher training of all staff, in line with requirements contained within the revised Ionising Radiation Regulations. A new Team Supervisor will be trained as a Radiation Protection Supervisor.

- 3.5.7 Complete remedial work advised in *Legionella* risk assessments and move into revised monitoring regimes under new contract across the organisation.

4 Valuing Our Employees

4.1 Background

4.1.1 Exeter City Council (the Council) recognises and accepts its responsibility as an employer to ensure, as far as it is reasonable practicable, that all its activities are conducted without risks to the health and safety of its employees. The Council will aim to continuously improve health and safety performance and eliminate accidents and ill health to the benefit of the employee. The Council will strive to act as an exemplar of health and safety practice. The welfare of employees will be protected.

that is fulfilling to its people, with limitless opportunities for them to grow and learn.'

— Kathy Bloomgarden,
CEO of Ruder Finn

4.1.2 The Health and Safety Executive state that the keys to effectively managing health and safety are:

- leadership and management (including appropriate business processes);
- a trained/skilled workforce;
- an environment where people are trusted and involved.

The Health and Safety Executive advocates that all of these elements, underpinned by an understanding of the profile of risks the organisation creates or faces, are needed. At Exeter City Council these key areas are reflected throughout our Health and Safety Policy.

'The heart and soul of every great company is its people, and the most successful organizations are those in which the passions of its employees match the guiding principles of the business. One of the most important challenges leaders face when keeping an organization on its path to greatness is creating a culture

4.2 The Legal Position

4.2.1 Training for health and safety at work is a legal requirement. A trained and skilled workforce is less likely to have accidents at work than a non-trained workforce.

4.2.2 Accident, incident, and near miss reporting

Did you know?

Exeter City Council prosecuted BK Racing because a worker had not received sufficient training on machine safety requirements and was unaware of obvious dangers of the machine he was expected to use. He was injured by an angle grinder that had its guarding removed, the wheel was not properly secured and detached from the machine body. He suffered multiple lacerations.

Did you know?

If a member of the public is taken to hospital from the scene of an accident on Council owned property it must be reported to the Health and Safety Executive. There were two such accidents on our premises during 2017.

The law requires employers and other people in control of work premises to report and keep records of work-related accidents which cause death, certain serious injuries, diagnosed cases of industrial diseases, and specific dangerous occurrences. There are also special requirements for gas incidents. The Corporate Health and Safety Team can advise in these matters. A flow chart is on every Health and Safety Noticeboard to guide staff through accident and incident reporting procedures.



Photo 4.2.1

Scars from the BK Racing angle grinder injury, exhibited as evidence in court at the trial (V-shaped on hand and deep laceration scar on forearm above wrist).



Classification	Injury/ incident	Employment group	Date	Location and details	Remedial action/response
Over 7 day injury	Struck by falling object	Waste & recycling operations	30/12/2017	On a waste collection round. Hit by falling 770 from the bin lift.	Safe working practice reiterated to employee.
Over 7 day injury	Slip, trip, fall	Waste & recycling operations	10/10/2017	On a domestic collection round. Exited cab front facing pavement and fell.	Reminder to all crews to exit the cab properly as trained. IP resigned the SWP that states this.
Over 7 day injury	Manual handling	Waste & recycling operations	27/09/2017	On a domestic collection round. Injured back in multiple emptying task.	MAC tool reviews of 40 L green bins into slave bins task and environment particularly.
Public to A&E from accident on Council premises	Fall from height	N/A	08/09/2017	Council flats. Lady fell off chair when trying to reset the communal fire panel.	Tenants reminded not to try and reset fire alarms at the panel themselves. The panels are out of bounds to tenants.
Over 7 day injury	Slip, trip, fall	Waste & recycling operations	30/08/2017	On a domestic collection round. Fell down steep steps.	Improve PPE checks of boot soles. Remember to keep inspection records.
Over 7 day injury	Manual handling	Waste & recycling operations	02/08/2017	On a domestic collection round. Injured lower back when removing inner sack from seagull sack.	Reviewed procedure for seagull sacks and inner sack extraction.
Over 7 day injury	Physically assaulted	Place	21/06/2017	Belle Isle Depot. Agency worker punched employee to the ground.	Agency Worker prosecuted. Vetting of agency workers to ascertain criminal records / history of violence.
Over 7 day injury	Manual handling	Waste & recycling operations	15/06/2017	On a trade waste collection round. Injured taking 1100 off of a raised bin area.	Moved bins to another location on collection site.
Dangerous gas fitting	Flue	Housing assets	31/12/2017	Shillhay roofing project.	HSE notification on contravention and FFI.
Over 7 day injury	Slip, trip, fall	Housing assets	23/03/2017	1 st floor walkway, 22-36 Thornpark Rise. Employee slipped on walkway moss whilst delivering letters.	Investigation still in progress.
Over 7 day injury	Slip, trip, fall	Waste & recycling operations	17/03/2017	On a trade waste collection round – injured from the task and load.	Employee assigned to a lighter round and awaiting advice from OH on reasonable adjustment for arthritis.
Occupational disease	Occupational disease	Place	09/03/2017	Employee diagnosed with HAVS by OH.	Assessment by PHSO and OH referral ongoing.

Classification	Injury/ incident	Employment group	Date	Location and details	Remedial action/response
Over 7 day injury	Physically assaulted	Place	18/02/2017	Employee was attacked on duty on South Street by a gang of youths.	Improved personal alarm provision for sweepers and locking cab door as part of SWP.
Public to A&E from accident on Council premises	Slip, trip, fall	N/A	13/02/2017	Lady with partial mobility fell downstairs when leaving the Corn Exchange. Claims the lift to the street was not working and therefore ECC negligent.	Paint bottom step nosing white to match others, Evac chair to be installed, consider placing staff in the foyer after the show to provide guidance and advice. Keep lifting platform service and maintenance in date.
Over 7 day injury	Slip, trip, fall	Waste & recycling operations	24/01/2017	Loader fell on icy footpath in Beacon Avenue.	Supervisors advised to assess environment when safe to do so and consider adding to rounds risk assessment either as alternative control measures or change presentation point. Also consider if lighting adequate.
Over 7 day injury	Struck by falling object	Place	10/01/2017	Employee injured in grave backfill at Higher Cemetery when holding plywood to guide soil being tipped from dumper	Change of SWP.

Table 2

A breakdown of the Reporting of Injuries Diseases, and Dangerous Occurrences Regulation incidents during 2017, and management response.

4.2.3 Incidence rate for Exeter City Council

The Exeter City Council incidence rate during 2016/2017 is 1,795 per 100,000 employees, and below the average in England of 2,000 per 100,000 employees. The figure has been calculated on our full time equivalent employee establishment of 612.7 at 31st March 2017.

hazardous to be carried out by an unaccompanied worker. Likewise, employees must adhere to any risk control measures stipulated by the employer when undertaking lone working. The Health and Safety Team can provide advice on risk assessment for lone working.

4.2.4 Lone working

Did you know?

Two of our employees were physically assaulted at work during 2017.

Employers are legally bound to consider carefully, and then deal with, any health and safety risks for employees that work alone. Assessment of risks to lone workers should include the employer being aware that some tasks may be too difficult or

Did you know?

In January 2017 David Lloyd Ltd. pleaded guilty for failing to take all risk control measures reasonably practicable to ensure a boy's safety during swimming at one of their clubs. The boy was very nearly drowned during a children's club activity. They were fined £330,000 and ordered to pay £22,132 court costs.

Did you know?

In the Exeter City Council / UNISON stress survey 2016, nearly 32 % of the employees took part. You can read the survey findings report on City Net page 3636.

Did you know?

Worcester City Council was fined £203,000 for mismanaging the proven work-related stress of an individual within their organisation.

4.2.5 Stress at work

People's mental and physical health can be adversely affected by aspects of their working environment, which produce feelings of anxiety and sometimes acute distress. Factors such as long hours, workload, uncertain expectations and, significantly, lack of control over work tasks can lead to intense feelings of being unable to cope with such pressures. If prolonged this can lead to short as well as longer term damage to physical as well as mental health. The Management of Health and Safety at Work Regulations require every employer to make a suitable and sufficient assessment of the risks to the health and safety of the employees to which they are exposed while at work. Work-related stress is encompassed by this legal requirement.

4.2.6 Risk assessment

Risk assessment is the process used to decide the control measures reasonably practicable to prevent injury from workplace

hazards. Control measures must be suitable and sufficient, undertaken by a competent person, involve the workforce, and be subject to period review. The requirement to undertake risk assessment is found in the Management of Health and Safety at Work Regulations.

4.2.7 Display screen equipment

Display screen equipment is a major part of most peoples' workplaces. The main risks that may arise in work with display screen equipment are musculoskeletal disorders (such as back pain or upper limb disorders), visual fatigue, and mental stress. While the risks to individual users are often low, they can still be significant if good practice is not followed. Display screen equipment workers are also so numerous that the amount of ill health associated with such work is significant, and tackling it is important. The specific regulations for display screen equipment usage were originally published in 1992 and amended in 2002.

4.3 The Exeter City Council Position

Did you know?

In the first quarter of 2016/2017, anxiety and depression constituted 40 % of our sickness absence, although it is unknown whether this was work-related stress, domestic stress, or a combination of the two.

4.3.1 Work-related stress poses a potential risk of significant ill health to employees, with sickness absence affecting operation of service levels and thereby potential to impact on other employees.

4.3.2 Threatening incidents towards employees showed a significant increase during this year across the Council. Vulnerable and lone working poses risk of injury from assault, and risk of psychological injury from isolation in threatening situations. At present there are ad-hoc arrangements across the council which do not significantly eliminate the risk.

4.3.3 Risk of injury arising from unclear guidelines on training requirements for various employment groups is addressed through the E-Academy suite of training programmes and through classroom or practical training. Corporate Health and Safety work closely with Human Resources Learning and Development to ensure lesson plans are periodically reviewed and training records, including refresher training records, are up-to-date.

4.4 2017 Progress Report

Did you know?

There were 26 recorded reports of staff being personally threatened in 2017.

Did you know?

237 display screen equipment self-assessments were completed by employees during 2017.

Did you know?

122 risk assessments were completed during 2017.

4.4.1 Improved local accident investigations and trained key team leaders in the AssessNET incident module in Customer Access.

4.4.2 Management standards for controlling work-related stress progressed to Step 3 during 2017. 46 employees attended 10 focus groups, where the survey results were discussed and ideas were floated for Step 4 planning. A full report on focus group findings will go to Health and Safety Committee during 2018.

4.4.3 Risk assessments in all services were reviewed during 2016/2017 which identified a number of high risk lone and vulnerable worker issues. 121 risk assessments were completed during 2017.

4.4.4 E-Learning and various courses for employment groups can be selected through risk assessment / job profile risk assessment. During 2017, 133 E-Academy online health and safety courses were completed by employees.

4.4.5 In January 2017, service managers attended a Business Continuity Workshop given by insurers Zurich Municipal.

4.4.6 Accident investigation training was provided by insurer Zurich in February 2017 for Place Asset Inspectors, Works Surveyors, and Supervisors.

4.4.7 A safety-led corporate liabilities inspection systems review was carried out by Zurich between January and March 2017. A report was received in May 2017.

4.4.8 Quarterly meetings took place between Principal Health and Safety Officer and the Policy Officer to ensure health and safety risks are correctly identified and managed on the Corporate Risk register.

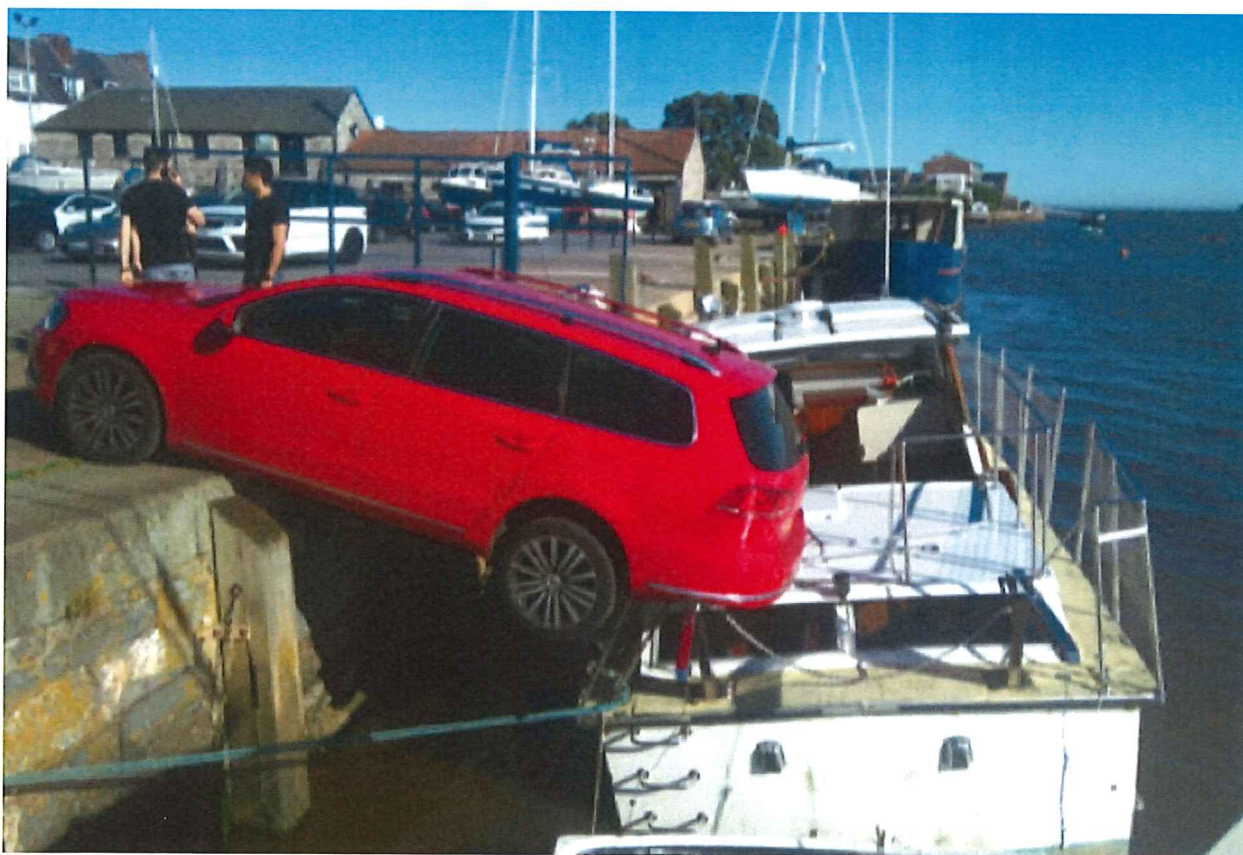
4.4.9 Training achievements this year include: the Directors attending an Institute of Occupational Safety and Health course called *Directing Safely*; five manual handling training courses run in-house (three of which were Royal Society of Public Health accredited); all Manual Operatives attending a refresher on the importance of Personal Protective Equipment; and a hand-arm vibration syndrome and work at height safety refresher training for Waterways.

Right: Photo 4.4.9

Exeter City Council Director Jo Yelland with her certificate from the Institute of Occupational Safety and Health, for completing *Directing Safely*.

Below:

Near miss at the quayside in Topsham during 2017.



4.5 Planned Activity in 2018

Did you know?

Under the Reporting of Injuries, Diseases, and Dangerous Occurrences Regulations 2013, there were: eleven accidents that kept staff off work for more than seven days as a direct result of the injury; two members of the public taken to hospital following accidents on Council premises; one major injury to an employee; and one diagnosis of occupational disease.

Did you know?

There were thirty-eight near miss incidents during 2017. Twenty-three of these were personal threats made against employees. Other incidents included release of hazardous substances, non-injury violence to employees, a gas safety incident, an object falling from height narrowly missing someone below, and a car in a Council car park rolling back over the quayside at Topsham.

Did you know?

We lost 351 days through workplace injuries in 2017. Using grade 3 point 13 as an average – and factoring 27 % for cost of backfilling absenteeism – this equates to a loss of £28,716.50 to the organisation from workplace accidents.

- | | |
|---|---|
| <p>4.5.1 Progress to Step 4 of the Stress Management Standards.</p> <p>4.5.2 Staff personal safety devices are recommended for services that have identified higher risk through assessment review. These devices are to be provided with Global Positioning System and 'red alert' to emergency service response devices.</p> <p>4.5.3 Improve welfare facilities at Belle Isle Depot to comply with regulations 21 and 23 and commence long-term planning of site safety design to meet the increased demand in employee numbers stationed here.</p> <p>4.5.4 Review Health and Safety Policy to reflect new corporate structure, and commence Health and Safety Committee under dedicated Director and in line with 1977 and 1996 regulations on consultation with employees. Commence review of supplementary policies underpinning the corporate policy.</p> <p>4.5.5 Provide central stock of ergonomic chairs to expedite return to work and thereby reduce employee sickness absence rates.</p> <p>4.5.6 The establishment of a new Health and Safety Committee and Health and Safety Representatives Committee with agreed terms of reference.</p> <p>4.5.7 Half of 2017's Reporting of Injuries, Diseases, and Dangerous Occurrences Regulations injuries happened to Waste Operations crew members. An extensive health and safety audit of Waste Operations is planned for 2018.</p> <p>4.5.8 Dust sampling of the Materials Reclamation Facility is due in 2018 to help review our Control of Substances Hazardous to Health regulations assessment.</p> <p>4.5.9 Noise at work risk assessment reviews are due during 2018 to</p> | <p>stay on track with our Hearing Protection Programme.</p> <p>4.5.10 Security reviews for Civic Centre and other Council buildings where crowds gather to protect employees and members of the public as highlighted from Project Griffin counter-terrorism advice. Consider implementation of recommendations arising from these reviews, which may include minor works to buildings and training or briefing employees on action to take in the event of terrorist attacks.</p> <p>4.5.11 Fire risk assessments have been undertaken in larger buildings where the public visit in number. In 2018, Fire and Emergency action plans will be audited in these buildings.</p> <p>4.5.12 The Health and Safety Training policy will be reviewed to achieve an improved Health and Safety training matrix.</p> <p>4.5.13 Implement a new water hygiene risk management contract.</p> |
|---|---|

5 Vehicle and Plant Safety



5.1 Background

5.1.1 We cannot deliver our essential services without plant and machinery. For example, Waste and Recycling, Public and Green Spaces, and Waterways depend

on a variety of machinery to be in safe condition and in working order to achieve service delivery to the city.

5.2 The Legal Position

Did you know?

Some of the worst workplace accidents involve machinery. In 2017 the managing director of a waste and recycling company in Birmingham was convicted of corporate manslaughter and offences under the Health and Safety at Work Act. He admitted failing to fit guarding to exposed hazardous parts on a 'trommel' sorting machine, into which an employee was dragged and fatally crushed as a direct result of the company's failing.

5.2.1 Plant and machinery

Regulations governing the safety of plant and machinery are found in the Provision and Use of Work Equipment Regulations. For example, Regulation 11 deals with managing dangerous parts of machinery.

5.2.2 Noise and vibration

Action levels and limit values for exposure to noise and vibration arise from the EU physical agents' directive. From this directive come the Control of Noise at Work Regulations and the Control of Vibration at Work Regulations. There are approved codes of practice to help employers comply with these regulations.

5.2.3 Workplace transport

'Workplace transport' means any vehicle or piece of mobile equipment that is used by employers, employees, self-employed people or visitors in any work setting (apart from travelling on public roads). The definition covers a very wide range of vehicles, from cars, vans, lorries and lift trucks, to less common vehicles and plant such as straddle carriers, rubber-tyred gantries and self-propelled machinery.

5.3 The Exeter City Council Position

Did you know?

In January 2017 Thanet District Council was fined £250,000 with £18,325 costs to the court for not taking suitable and sufficient steps to control its workers' exposure to risk of hand-arm vibration syndrome from vibrating machinery in its parks department. The fine was reduced from around £450,000 because the council entered an early plea of guilty and showed a high level of cooperation with HMI H&S in the case.

5.3.1 In the organisational risk profile, waste and recycling operations constitute a high-hazard, low-frequency rating and are therefore a risk priority. The majority of these hazards arise from plant and machinery.

5.3.2 Injury risks from workplace transport, lighting, surface conditions, and operational plants remain the most frequent hazards identified in workplace safety inspections.



5.4 2017 Progress Report

Did you know?

In 2005 the Health and Safety Executive estimated that, on average, 50 people were killed every year by workplace transport and that an average of 1,500 major injuries a year were caused by the same.

Did you know?

Our Health and Safety Team successfully prosecuted B&Q Stores Ltd for mismanagement of workplace transport that caused a life changing injury

5.4.1 An extensive review of the Materials Reclamation Facility took place during January 2017. The review built on a previous review undertaken in September 2015. January provides the greatest demand on the facility and it was for this reason the review was carried out then. A resulting report makes recommendations for further control measures in the areas of safe operation of machinery, traffic management safety, behavioural safety, lighting, and storage of personal protective equipment health and safety.

5.4.2 A review in the use and supervision of handheld machinery in Public and Green Spaces was undertaken following a major injury to an employee in August 2016. The review and accident investigation recommended improved works order instructions, improved task planning at all levels, improved assessment and provision of correct personal protective equipment, clarity and compliance with person protective equipment requirements, and improved risk assessments.

5.4.3 Weekly inspections and quarterly audits implemented to provide priority list of control measures from hazard spotting to reduce risk in the short and medium terms. Longer term control measures are subject to forward planning for the Council.

5.4.4 Machinery guarding in lift motor rooms was reviewed and recommendations were made for improvements at some sites.

5.4.5 A review of grass cutting on slopes was undertaken. Recommendations included use of robotic mowers to eliminate injury risk. Two models for consideration were demonstrated by suppliers during the autumn.

5.4.6 The environment is an important consideration when using workplace transport. In 2017 a detailed risk assessment and method statement was undertaken to control the hazards associated with taking an Exeter City Council dumper truck across the canal safety.

5.5 Planned Activity in 2018

5.5.1 Consideration to be given to implementing improvements recommended for lighting, surfaces, and vehicle movement at both depots (Belle Isle and Exton Road).

5.5.2 Implement audiometric testing for employment groups identified in the Hearing Protection Strategy following risk assessment reviews.

5.5.3 Complete the mapping of slopes for grass cutting risk assessment.

5.5.4 Continue quarterly Health and Safety audits of the Materials Reclamation Facility to inspect machinery and plant.

5.5.5 Audit hand-arm vibration syndrome monitoring in Public and Green Spaces.

5.5.6 Implement first round of whole body vibration monitoring in Public and Green Spaces.



Right: Photo 5.4.5
Exeter City Council ride-on mower in operation.

Below: Photo 5.4.6
Taking a dumper across the water via temporary bridging at Turf Lock, 2017.





6 Event Safety



6.1 Background

- 6.1.1 The Exeter Safety Advisory Group was formed in July 2013 to ensure multi-agency scrutiny of safety planning for events of a higher risk nature.

6.2 The Legal Position

Did you know?

In 2009 Chester-le-Street District Council pleaded guilty in the 'Dreamspace' case, in which an inflatable artwork became momentarily airborne in high winds. The plea was centred on the council being landowner of the park in which the tragedy occurred and helping to promote the event, by virtue of which they had certain health and safety responsibilities. Two people were killed and twenty-seven others – including children – were taken to hospital.

- 6.2.1 Under the Health and Safety at Work Act and other health and safety regulations, event organisers have responsibility for their workers (voluntary or paid), the contractors providing services to the event, and to members of the public that make up the audience or crowd.

ensure so far as possible that any inconvenience to residents, businesses, and the general public arising from events is minimised.

The Exeter Safety Advisory Group's role is to consider events with potentially significant impact and requirements in order for such events to be safe. The Exeter Safety Advisory Group's remit includes outdoor events that require a premises licence under the Licensing Act 2003: firework displays, carnivals, parades, and other events with a potentially significant impact of a similar nature.

- 6.2.2 Site owners, if they are in control of an event that constitutes a work premises, have a duty to make sure it is safe for those working there and attending the event. If the control of a site/venue is shared, the respective responsibilities should be clearly defined and assigned. They must put in place effective liaison arrangements on health and safety matters and share safety-related information, e.g. the location of buried services.

- 6.2.4 During 2017, ten event organisers and their event management teams attended Exeter Safety Advisory Group meetings to present their event management plans to the Group. This included the Food Festival, Respect, Pride, Shakespeare in Rougemont Gardens, Exeter Regatta, The Street Arts Festival, Lost Weekend Festival, and the Christmas Market.

- 6.2.3 The Exeter Safety Advisory Group was formed to aid the Council's objectives to uphold reasonable standards of safety at all public events in the Council's area; encourage the wellbeing of the public at those events; and

6.3 The Exeter City Council Position

- 6.3.1 Since 2013, large events throughout the City have increased significantly in number. During 2017, events held on Council land have increased in number and size.

thereby fast-tracking information to the respective parties.

- 6.3.2 Event notifications made to Exeter City Council are consolidated via a single notification form. Upon receipt of a completed form the Exeter Safety Advisory Group Secretary distributes to all Exeter Safety Advisory Group Members,

6.4 2017 Progress Report

6.4.1 During this year information was shared by the police to Exeter Safety Advisory Group on safety control measures to reduce the impact of a terrorist attack on an event. This has helped in scrutiny of event risk assessments and subsequent advice to event organisers, where this is identified as a risk.

6.4.2 During this year an event was prevented from going ahead in the

interests of public safety following serious concerns expressed at Exeter Safety Advisory Group.

6.4.3 Work has commenced on a dedicated events section of our website. It will be placed in the People and Communities subsection, with web links to the Health and Safety Executive guidance to enable organisers to obtain fast-track access to events health and safety guidance.

6.5 Planned Activity in 2018

6.5.1 Continue with Exeter Safety Advisory Group and explore improvement to shared information via Knowledge Hub, which is a software system used by neighbouring local authorities for Safety Advisory Groups.

6.5.2 Maintain membership of Local Authorities Event Organisers Group and send the new Arts and Events Officer to the Annual General Meeting. Maintain links with Local Authorities Event Organiser's Group to help promulgate best practice among local authorities nationally.

6.5.3 Further work needs to be done to ensure a smoother notification and application process for events. Improved online notification and distribution of notifications is recommended, as well as a dedicated single point of contact for all events in the city.

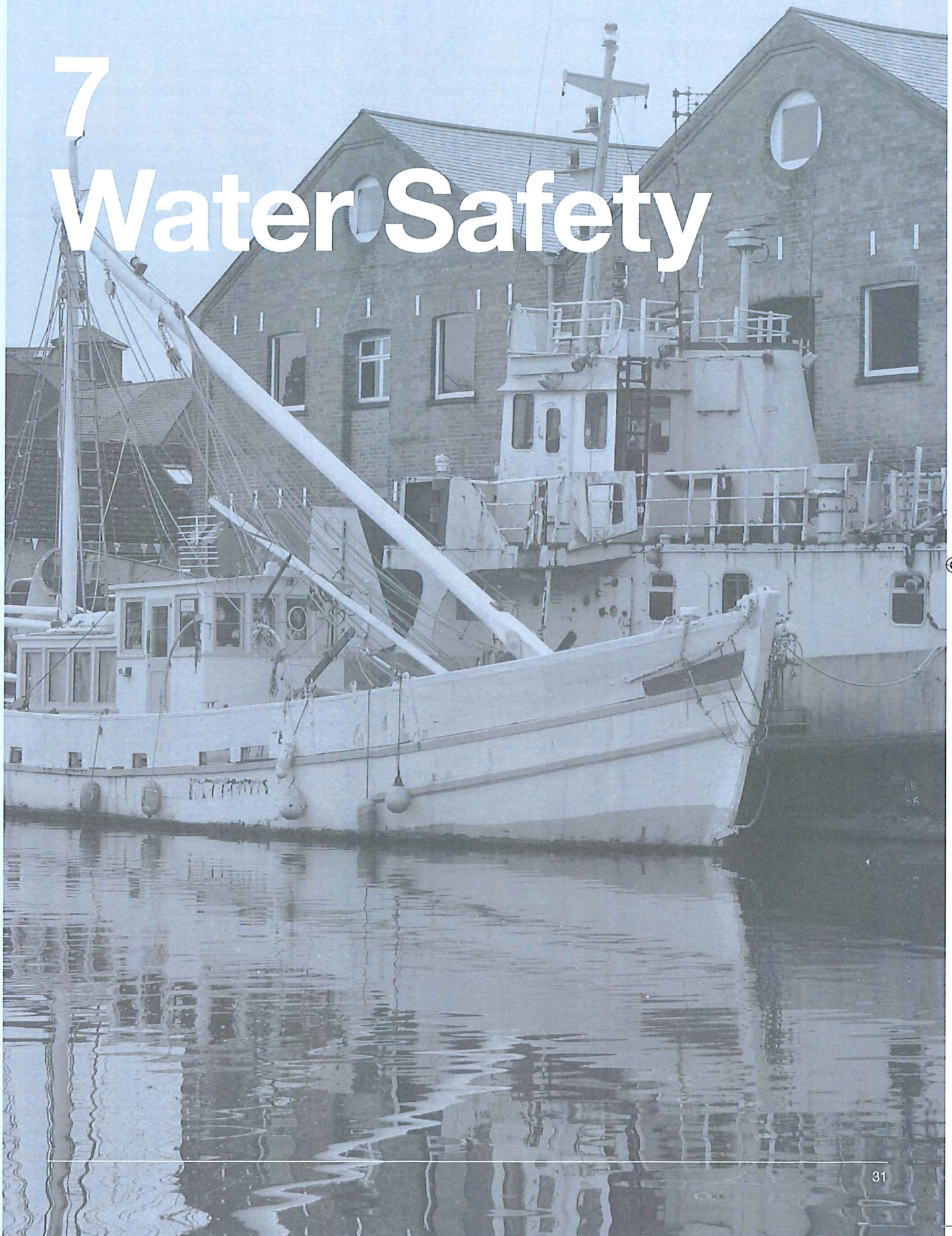
Photo 6.2.4

Dreamspace art installation circa 2009.





7 Water Safety



7.1 Background

7.1.1 Exeter City Council is the waterways authority for the city and downstream of Exeter to where the Exe Estuary meets the sea. The Exeter Ship Canal is the oldest ship canal in England. A small dedicated Waterways team provide various operational services all along the river and canal.

7.1.2 The waterways environment presents numerous hazards for our employees and for the public that enjoy leisure activities upon and around it. Not only is task risk assessment particularly important here, but also safety inspection of assets (such as locks and bridges) by our Engineering Surveyors.

7.2 The Legal Position

Did you know?

In 2017 there were 300 accidental deaths by drowning (including deaths where accidental drowning was suspected) in UK inland water. The population group at highest risk of accidental drowning is males between 15 and 30.

7.2.1 A statutory requirement under the Health and Safety at Work Act is to provide employees with a safe place of work, so far as is reasonably practicable. Some tasks associated with traditional trades such as 'waterman' or 'riverboat man' take place in environments that have not changed much in over one-hundred years – for example manual operation of lock gates and lock gate maintenance work. Control measures to eliminate or reduce risks as far as is reasonably practicable in the waterways environment therefore, under the Management of Health

and Safety at Work regulations, need to be very robust.

7.2.2 Public safety is required under Section 3 of the Health and Safety at Work Act, where the waterways are also a workplace. Also applicable on the waterways is Construction Design and Management Regulations 2015 at any new or refurbished installation or structure we are client for along the waterways. Furthermore, as the river authority, we have duties towards the public under Occupier's Liability Acts 1957 and 1984.

7.3 The Exeter City Council Position

7.3.1 The Port Marine Safety Code 2009 is a guide to good practice on port marine operations. It mirrors health and safety approved codes of practice from various regulations. Place is evaluating the code with a view to adopting it for our Waterways operations safety management.

7.3.2 We pledged to join Royal Society for Prevention of Accidents' national drowning prevention strategy, which explores ways that local authorities and water authorities can implement to prevent people accidentally drowning in the inland UK waterways.



7.4 2017 Progress Report

Did you know?

Cleaning and maintenance of the lock pit chain holes at Turf is classed as confined space work.

7.4.1 An extensive review of the Waterways Service took place. Improvements were recommended in such work areas as manual handling of lock gate paddles, emergency procedures on the water and at the waterside, working on boats, safe working practices for low bridges and sunken vessels, safety of pontoons, and driving on towpaths where speed cycling takes place.

7.4.2 With public safety in mind we met with the Fire and Rescue Service, who are leading the drowning prevention strategy for Exeter. We agreed a number of actions: to allow Fire and Rescue Service use of the Custom House

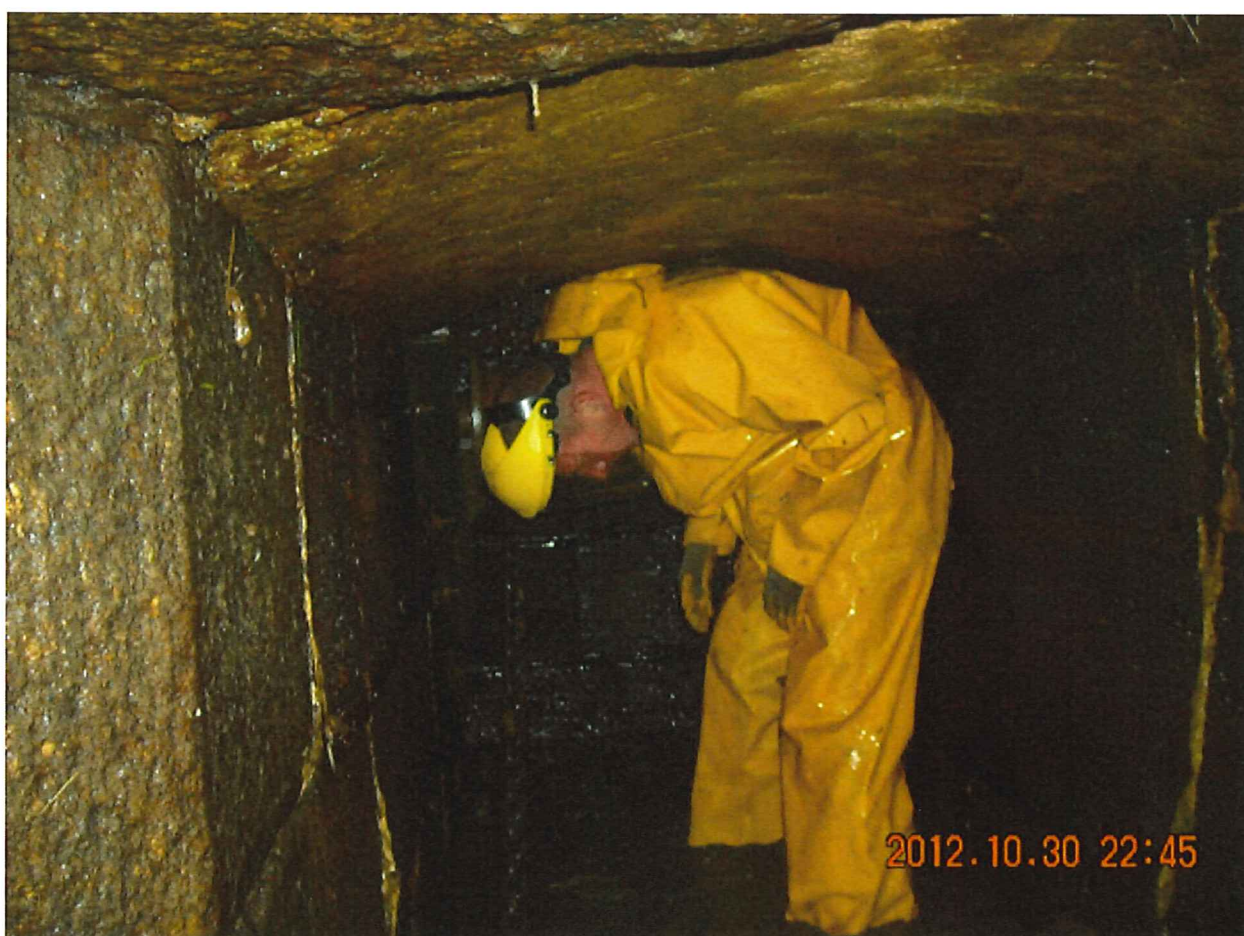
to show a virtual reality film and distribute safety information; to advise traders via the Quay Traders Association of Fire and Rescue Service proposals to provide throw lines in waterside commercial premises and train people in these establishments to deploy throw lines; to update citizens via Exeter Citizen of progress being made with the drowning prevention strategy; to allow Fire and Rescue Service use of our boat to effect rescue in an emergency (if moored and ready in the event), with training in handling the boat given prior by the Waterways Team; and to place signs at strategic points along the canal warning of the danger in open water environments.

7.5 Planned Activity in 2018

- 7.5.1 Review of boat craning safe working practice, including use of the Roodberg trailer.
- 7.5.2 Review safe working practice for confined space work (chain holes).
- 7.5.3 Review Exe Estuary Patrol Boat safety and Topsham Ferry.

Photo 7.5.2

Waterways Operative inside a chain hole in
Turf Lock pit.





8 Systems of Work



8.1 Background

8.1.1 The control of more hazardous activities may need more detailed risk control systems. The control of high-hazard activities may demand detailed workplace precautions and a risk control system that needs to be strictly

followed, such as a permit-to-work system. Similarly, safe systems of work detail a step-by-step procedure to ensure safety measures are followed in the correct sequence.

8.2 The Legal Position

Did you know?

An employee was injured in recent office moves because she thought she was responsible for moving her own office furniture without any training, instruction, information, or supervision. Thankfully she only suffered a very minor injury.

Did you know?

We prosecuted Wetherspoons for Control of Substances Hazardous to Health regulations negligence after a 19-year-old employee was badly burned by a strong solution from a decarbonising processor. The gloves for the task were inappropriate (too short – the fluid ran into the gloves and burned his hands). A protective apron was in another part of the building and shared between employees, some of whom did not know it was available. Wetherspoon were fined £27,000 and ordered to pay £6,300 costs.

8.2.1 Personal Protective Equipment is the last line of defence in protecting employees from harm. Before selecting Personal Protective Equipment employers must consider all other control measures in the hierarchy of risk control first. The law requires us to consider a number of things when selecting Personal Protective Equipment. The third edition of the Personal Protective Equipment regulations appeared in 2015.

8.2.2 Manual Handling regulations require all manual lifting, moving, and handling activities to be planned and properly assessed.

8.2.3 Work at Height is likewise governed by regulation and requires proper planning and assessment. Fall from height is often the biggest annual cause of workplace death, although in some years contact with workplace vehicles is the biggest.

8.2.4 Lifting Operations and Lifting Equipment

Regulations governing lifting operations and equipment require a statutory inspection of equipment every year – and if the equipment lifts people, every six months. These regulations include the Terberg bin lifts on the Refuse Collection Vehicles, the JCB at the Materials Reclamation Facility, the Genie Mobile Elevated Working Platform in RAMM, the tail lifts on our Parks vans, and passenger lifts in our offices and flats.

8.2.5 Control of Substances Hazardous to Health

Control of Substances Hazardous to Health regulations apply to a wide range of substances and preparations (mixtures of two or more substances) which have the potential to cause harm to health if they are ingested, inhaled, or are absorbed by, or come into contact with, the skin or other body membranes. Hazardous substances can occur in many forms, including solids, liquids, vapours, gases, and fumes. They can also be simple asphyxiants or biological agents. Employers should regard a substance as hazardous to health if it is hazardous in the form in which it may occur in the work activity. A substance hazardous to health need not be just a chemical compound, it can also include mixtures of compounds, micro-organisms, or natural materials such as flour, stone, or wood dust. In our routine business, Control of Substances Hazardous to Health regulations apply to dust generated in the Materials Reclamation Facility, the control of *Legionella* bacteria in water, and biohazards from handling (with suitable equipment) discarded used hypodermic needles.

Photo 8.2.5

Burns to skin from decarbonising machine.
The Control of Substances Hazardous
to Health regulations assessment was
insufficient for the protection needed to
control injury risk from the hazard.



8.2.6 Asset safety inspection

Public safety is required under Section 3 of the Health and Safety at Work Act, where the corporate assets are also a workplace. Furthermore, applicable to corporate assets is the Construction Design and Management Regulations 2015 at any new or refurbished installation or structure for which we are client or principal designer within the city. Furthermore, we have certain

duties towards public safety of these assets under Occupier's Liability Acts 1957 and 1984. Assets include items like children's play equipment, locks and bridges (already mentioned), statues, street furniture, monuments, footpaths and walls, trees, fences and gates, culverts, paved open spaces (like Piazza Terracina), street level car parks, and our famous City Wall.

8.3 The Exeter City Council Position

8.3.1 Personal Protective Equipment is identified through risk assessment. Corporate guidance is available on City Net page 2737. The City Net Personal Protective Equipment page contains links to templates of forms designed to help supervisors and managers keep accurate records of Personal Protective Equipment issue, periodic inspection and replacement.

8.3.2 Basic manual handling training is given to all employees in their health and safety induction training. Some employees have to undergo more detailed manual handling training, for example Waste and Recycling Operatives and Gardeners. We offer QCF Level 2 via the Royal Society of Public Health to both internal and external candidates.

8.3.3 Work at Height guidance is given on City Net page 3979 and incorporates information on access equipment such as ladders, Mobile Elevated Working Platforms and tower scaffolds. The guidance advises that in Exeter City Council roof work should be not undertaken without first planning and establishing a formal safe system of work. Recent improvements to work at height include the Corn Exchange roof and areas of the RAMM roof.

8.3.4 Lifting Operations and Lifting Equipment Regulations inspections are carried out by an engineer from our insurer Zurich Municipal.

8.3.5 Control of Substances Hazardous to Health regulations assessments are recorded on the AssessNET health and safety management software tool. The tool enables Manufacturer's Safety Data Sheets to be entered and thereby helping populate fields for consideration when carrying out a Control of Substances Hazardous to Health regulations assessment for that given substance. Where a single substance is used for many tasks across the Council, the single entry of the Manufacturer's Safety Data Sheet saves the assessor time.

8.3.6 A number of teams are involved in inspection programmes to ensure assets remain in good condition and free of hazardous defects. There is currently no corporate asset inspection policy. This poses a risk of inconsistency in inspection criteria when used in defence of civil claims by our insurance company.

Did you know?

In a young man sadly lost his life after falling from the General Buller statue. It had become a regular 'dare' for people to climb the statue and place traffic cones on it. An extra inspection was undertaken and inspection records checked to see whether any defect may have been present that might have contributed to the fall. No defects were found or recorded as outstanding.



Below:

The General Buller statue after the tragic accident, where mourners had placed flowers and messages of remembrance.



8.4 2017 Progress Report

8.4.1 Personal Protective Equipment

A health and safety review by Unison Health and Safety Branch Officer revealed a mismatch in type and performance of Personal Protective Equipment for protection against wet weather. A corporate review commenced. Trials for selection of new corporate Personal Protective Equipment for wet weather commenced and will conclude during 2018. The risk from insufficient wet weather PPE clothing is ill health. Employment groups particularly at risk are Street Sweepers, Gardeners, and Waste Operatives.

8.4.2 Work at Height

An extensive review of the Materials Reclamation Facility took place during January 2017. The review made work at height recommendations for improvements to control measures for working at height on the Bezner screen machine and working on the air filters atop the cabin roofs.

8.4.3 Lifting Operations

In Waterways, stricter control of private contract lifts was imposed on larger vessel lifts. Clients and lifting contractors must now provide copies of risk assessments and lifting plans to the Council, and in accordance with the Lifting Operations and Lifting Equipment Regulations, prior to the work being agreed.

8.4.4 Manual Handling

See Waterways at 7.4.1. There were five level 2 training sessions completed during 2017 that trained, or refresher trained, thirty-five employees

8.4.5 Control of Substances Hazardous to Health regulations

Public and Green Spaces review Control of Substances Hazardous to Health regulations assessments for storage compatibility at Belle Isle, and completed improvements to lighting, ventilation, and emergency spill response as a direct result. Public and Green Spaces also commenced transfer of their Control of Substances Hazardous to Health regulations assessments from paper onto the AssessNET database – a task that will carry over into 2018. Control of Substances Hazardous to Health regulations assessment was carried out for community graffiti cleaning kits in Environmental Health.

8.4.6 Asset inspection

A review was carried out by Zurich Risk Services and a report forwarded to the Council in May 2017. It contained a recommendation for a corporate asset inspection policy to be formatted by Corporate Health and Safety.



8.5 Planned Activity in 2018

8.5.1 Asset inspection

Consult and agree upon a corporate asset safety inspection policy.

8.5.2 Personal protective equipment

Complete wet weather clothing review and raise general compliance awareness through H&S Reps Committee.

8.5.3 Manual handling

As part of Waste Operations H&S Audit, review last year's unusually high incidence of manual handling injuries and slips and falls against team task and finish performance in terms of regulatory criteria: 'individual capability', 'task', and 'environment'. Finalise recommendations from 40 litre green bin review.

8.5.4 Control of Substances Hazardous to Health regulations

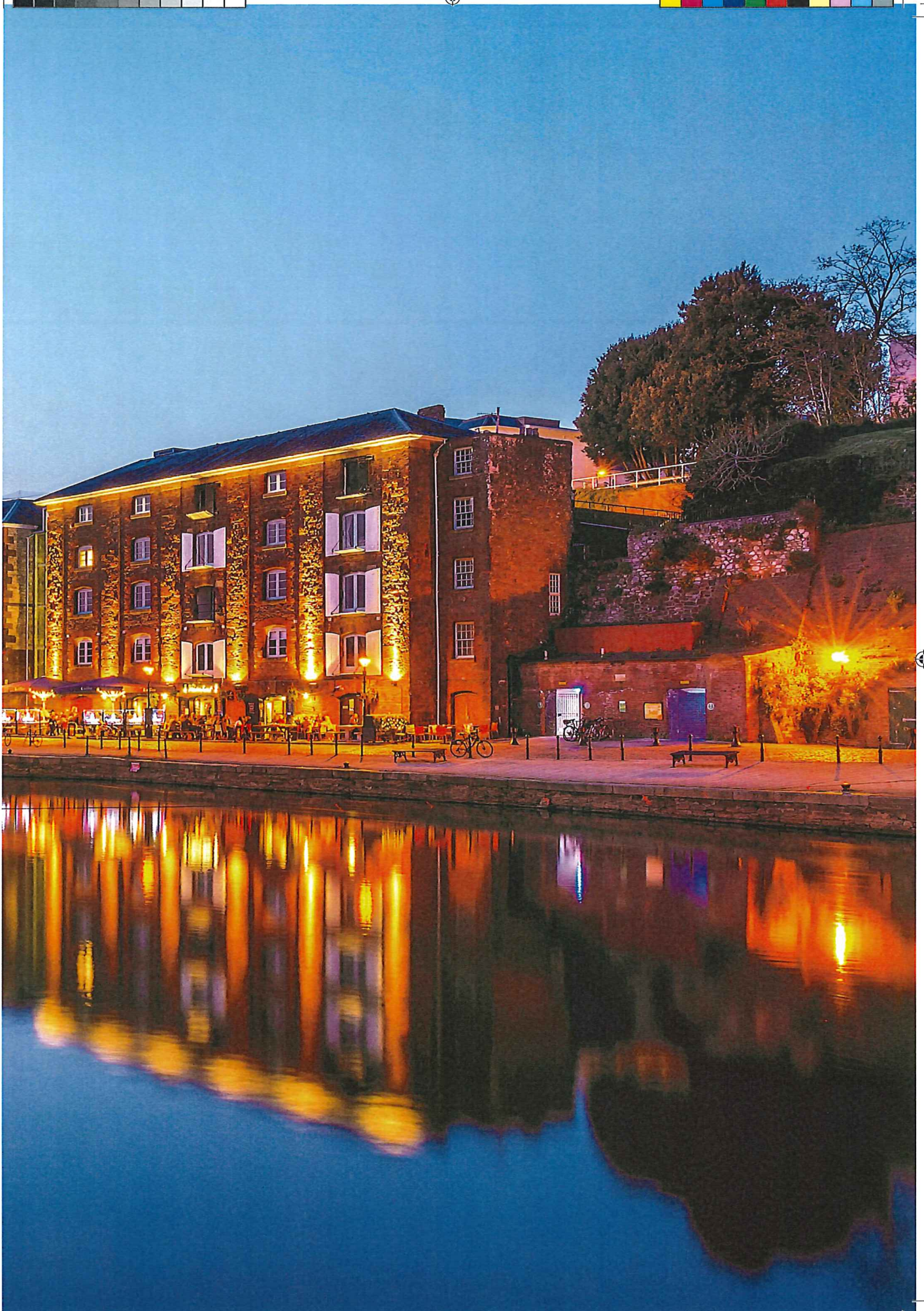
Continue assessment reviews in Public and Green Spaces and Waterways and both to transfer assessments to AssessNET. Commence planning for same at RAMM for 2019/2020. Complete Control of Substances Hazardous to Health regulations dust review in the Materials Reclamation Facility.

8.5.5 Lifting operations and lifting equipment

Review craning out of boats in Autumn (out Spring 2019).









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