



DRAFT

Health and Safety at Work

Annual Report

2018

Contents

Section		Page Number
1	Introduction	
2	Corporate Health and Safety Committee	
3	Valuing our Employees	
	3.1 - Reporting Accidents, Incidents and Near Misses	
	3.2 - Lone Working	
	3.3 - Stress Management	
	3.4 - Health and safety Policy	
	3.5 - Risk Assessments	
	3.6 - Display Screen Equipment	
4	Building Safety	
	4.1 - Fire	
	4.2 - Asbestos	
	4.3 - First Aiders	
	4.4 - Portable Appliance Testing	
	4.5 - Legionella risk management	
5	Vehicle and Plant Safety	
	5.1 - Plant	
	5.2 - Machinery	
	5.3 - Noise and Vibration	
	5.4 - Workplace Transport	
6	Event Safety	
	6.1 Exeter Safety Advisory Group	
7	Water Safety	
	7.1 - Review of Waterways operations	
	7.2 - Drowning prevention strategy	
8	Systems of work	
	8.1 - Personal Protective Equipment	
	8.2 - Manual Handling	
	8.3 - Working at Height	
	8.4 - Lifting Operations and Lifting Equipment	
	8.5 - Control of substances hazardous to health regulations	

1: Introduction

Exeter City Council aims is to be an exemplar of health and safety practice. We will accomplish this by continually seeking to improve our health and safety management system so that it meets with our vision, values and the expectations of those affected by what we do.

We recognise 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. We will ensure that our responsibilities for health and safety are clearly allocated, understood, monitored, fulfilled and that legal requirements will be regarded as the minimum standard to be achieved.

Our approach to health and safety is to be open and transparent which is why we have reviewed and established rigorous governance system and processes which enable us to monitor and measure our performance and to learn from failures to ensure progress and improvement. A culture of openness and learning will help staff and contractors to fully understand and appreciate safety standards and procedures leading to a safe working environment for all.

Best practice suggests organisations publish an Annual Health and Safety Report. This report provides an overview of our performance for the calendar year 2018 and priorities for 2019.

2: Corporate Health and Safety Committee

The Corporate Health and Safety Committee is responsible for developing and implementing health and safety policy across the Council. Its role is to provide advice on the Council's duties under the Act, ensure the provision of resources to carry and those duties and ensure that proactive and reactive monitoring takes place.

Ultimately the responsibility for health and safety rests with the Chief Executive and Growth Director who discharges his duties through the committee. The committee is chaired by a Director and all members of the Senior Management Board are members of the committee alongside trade union branch representatives.

Corporate Health and Safety Team

The committee is supported and advised by the by the Corporate Health and Safety Team which consists of:

- Environmental Health and Licencing Manager
- Principal Health and Safety Officer, and
- Health and Safety Assistant

The Corporate Health and Safety Team provide a support service to Council staff right across the authority. This service includes advice, training, audit and monitoring and the management of the Corporate Health and Safety Representatives Committee. The team also have overall responsibility for the corporate health and safety assessment software system: AssessNET.

There are also occupational health and health and safety officers within Housing and Corporate Property Services who are responsible for compliance in these areas. Each service areas is required to appoint a health and safety representative who are members of the Corporate Health and Safety Representatives Committee. Their role is to actively improve health and safety performance and standards and they work closely with Directors on the Health and Safety Committee.

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.

3: Safety in Buildings

Background

In this section we cover health and safety aspects that apply to Council owned and 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, First Aiders or Safety Representatives.

The Legal Position

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.

The duty to manage asbestos is contained in regulation 4 of the Control of Asbestos Regulations 2012[2]. 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
- provide information on the location and condition of the materials to anyone who is liable to work on or disturb them

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.

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 (HSE) 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.

The Gas Safety (Installation and Use) (Amendment) Regulations came into force during 2018. The regulations apply to those who have a duty under the Gas Safety (Installation and Use) Regulations 1998 and includes those who install, service, maintain or repair gas installations or other gas fittings. Landlords also have duties under these regulations. The change to these regulations does relax regulatory requirements or reduce safety standards in any way. The amendment allows provision for landlords to carry out the annual gas safety check in the two months before the due date and retain the existing expiry date. This helps landlords to avoid waiting to the last moment and not gaining access, or having to shorten the annual gas cycle check to comply with the law. This latter amendment is of particular benefit to the Housing Assets Service.

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).

3.1 Background

3.1.1 **In this** section we cover all aspects of Health and Safety that apply to Council owned and 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, First Aiders or Safety Representatives.

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
- 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.

3.2.5 The Gas Safety (Installation and Use) (Amendment) Regulations came into force during 2018. The regulations apply to those who have a duty under the Gas Safety (Installation and Use) Regulations 1998 and includes those who install, service, maintain or repair gas installations or other gas fittings. Landlords also have duties under these regulations. The change to these regulations does relax regulatory requirements or reduce safety standards in any way. The amendment allow provision for landlords to carry out the annual gas safety check in the two months before the due date and retain the existing expiry date. This helps landlords to avoid waiting to the last moment and not gaining access, or having to shorten the annual gas cycle check to comply with the law. This latter amendment is of particular benefit to the Housing Assets Service.

3.2.6 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 Exeter City Council Position

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.

- 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 had fallen behind during 2017 and an action plan was implemented during 2018 to bring the appliance testing schedule back up to a sufficient standard.
- 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 contactors 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.
- 3.3.4 Asbestos from building works is sometimes present in fly-tipping offences. The Corporate Health and Safety Team attend and advise in these situations. As an authority we always seek to identify and prosecute perpetrators of fly-tipping.

Photo. Asbestos containing materials were fly tipped into a Council trailer while it was parked a city centre car park in June 2018 (the photo shows the trailer after being returned to the depot under controlled conditions)



Did you know?

It cost Exeter City Council £1,595.00 + VAT to have the fly tipped asbestos in the above photograph removed and the trailer de-contaminated

- 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.
- 3.3.6 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.

- 3.3.7 The Water Hygiene Risk Management Policy provides guidance on training competencies for responsible persons, 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.
- 3.3.9 A programme of gas safety inspections (annual gas safety check) is carried out by Housing Assets and Corporate Property Services. Copies of certificates of compliance and records of service, maintenance and repairs are held by these services.

3.4 2018 Progress Report

- 3.4.1 House fires occurred in 3 Council houses during 2018: Investigations were carried out and it was established the seat of the fire was around electrical installations. Council Tenants are provided periodically with fire safety information in our Residents Housing Magazine and other accessible information media.

Photo: A photograph from the forensic investigation reports into two Council house fires in 2018.



- 3.4.2 Elsewhere in the organisation there were three fire safety incidents in buildings and at depots. Two of these were in Car Parking Services and one was in Waste & Recycling Operations. Nobody was hurt in these incidents.
- 3.4.3 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 2019. Premises Managers are tasked with providing Corporate Health and Safety dates that their fire evacuation drill(s) took place as part of the annual safety audit of their building and Council policy.
- 3.4.4 During 2018 a new contract for fire system testing and maintenance of non-domestic Council buildings was commenced under the auspices Corporate Property Services. All fire systems were tested and subject to an annual maintenance check during this period.

- 3.4.5 A schedule of portable electrical appliance testing was enhanced, with a new contractor appointed to the task. The result is fire risk reduction from faulty electrical appliances in non-domestic Council buildings and common parts in communal housing. The contract will be extended during 2019 to include lower risk fixed flexed appliances.
- 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 Asbestos release incidents in Council buildings continue to fall in number. During 2018 four asbestos release incidents in buildings were recorded. Two of these incidents occurred in Council houses and two were in other buildings.
- 3.4.8 One of the Housing incidents was of particular concern. A family, including a child, had to be decanted from their home for some time. The Health and Safety Executive carried out an inquiry into the incident but did not prosecute the contractor. The contractor's operative was dismissed. The entire works contract across the authority was halted for the duration of the investigation, which caused substantial disruption and delay to various works programmes in the authority.
- 3.4.9 Another of the asbestos release incidents occurred at a bowling club, where the lessees had carried out minor works to the clubhouse without suitable and sufficient clearance from the Council in its capacity as landlord. The lessees were reprimanded and provided with information and instruction to prevent a future recurrence.
- 3.4.10 A non-release asbestos incident was also recorded. In this incident a contractor that was suitably licensed for asbestos removal had placed a double bagged consignment in a normal workplace and had left the site. The contractor was reprimanded and a note of the failing made in their contract file.
- 3.4.11 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 in February 2018 meant that with the level of radiation recorded in the passages we had 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 below the exposure action level that would constitute them being radiation workers.
- 3.4.12 A Notice of Contravention from the Health and Safety Executive (HSE) was received in February 2018 in respect of breaches in gas safety. The notice pertained to two Council housing blocks (flats), where gas fittings had been adversely affected by roof works carried out under the control of a principal contractor, working on behalf of Exeter City Council. A written submission was made by the Housing Assets Service Lead to the HSE under the Police and Criminal Evidence Act. The outcome of the HSE decision is expected in due course.

- 3.4.13 During 2018 a new contractor was appointed for water hygiene management in Council buildings. Risk assessment reviews commenced in all locations with remedial actions taking place as advised by Corporate Health and Safety and Compliance Officers in Housing Assets, Corporate Property and Public Realm.
- 3.4.14 Security measures at the Civic Centre were reviewed in relation to employee and customer safety. Physical guarding in the form of a bollard was recommended for the approach pavement in front of the Customer Service Centre to reduce injury and damage from 'ram raid' vehicle attack. Capital funding was allotted to improve security in car parks.

3.5 Priorities for 2019

- 3.5.1 Continue addressing 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 Extend security reviews of Council buildings where crowds gather in relation to employee and customer safety.
- 3.5.3 Progress water hygiene risk assessment reviews under new contract.
- 3.5.4 Review asbestos management policy to harmonise Housing and Estates elements of policy and improve performance in management of asbestos as required by The Control of Asbestos Regulations 2012.
- 3.5.5 Continue to audit and monitor contractor health and safety compliance, with particular regard to asbestos works and works where there may be potential breaches of 'fire stopping' and fire / smoke spread prevention compartmentalisation. All breaches and concerns will be investigated in accordance with the Health and Safety Policy.

Photo: Asset safety inspection is undertaken to periodic schedules. However, reactive safety measures are sometimes required. In this photograph temporary barriers guard a loosened dislodged Victorian gateway entrance pier at Topsham Cemetery that has been struck by a lorry.



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, so 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.

‘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 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.

4.1.3 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.

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

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 advise Service Managers in these matters. A flow chart is on every Health and Safety Noticeboard to guide staff through accident and incident reporting procedures.

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 2018.

Table 4: A breakdown of the Reporting of Injuries Diseases and Dangerous Occurrences Regulation incidents during 2018 and management response

Classification	Injury / Incident	Employment Group	Date	Location & details	Remedial Action / Response
Over 7 day injury	Slip, trip and fall	Public & Green Spaces	19/03/2018	At Belle Isle Depot a Team Leader fell on a pothole in the ground surface and suffered a fracture within the foot	Medium term resurfacing works brought forward, lighting levels improved. Long term resurfacing works programmed for early 2019
Public to A&E from accident on Council Premises	Slip, trip and fall	Markets & Halls	15/04/2018	At Exeter Corn Exchange a customer stumbled and fell on the top step of the entrance stairs	Investigation revealed the top step was higher in the rising than the others. A works order was requested to re-cast the top steps and other steps to achieve uniformity of rise and going so far as is reasonably practicable.
Over 7 day injury	Struck by object	Public & Green Spaces	01/05/2018	On removing a large mower from a van the mower became stuck on the ramp. Suddenly then moving again, it struck the employee's knee	Investigation found mower mismatched ramp. All ramps were subsequently adjusted to fit all relevant machinery. Locating pin length was reduced to ensure ramps fitted flush with all van beds.
Public to A&E from accident on Council Premises	Struck by object	Public & Green Spaces	05/05/2018	A child suffered injury when riding on a basket swing her head struck a part of the 'tree trunk' frame	Investigation found a tyre buffer was marginally out of place but it was not possible to determine whether this was the cause. There were no adult witnesses. Shortly after the accident the equipment was vandalised and therefore removed. At the time of the accident all safety inspections were in date.

Classification	Injury / Incident	Employment Group	Date	Location & details	Remedial Action / Response
Over 7 day injury	Manual handling	Waste & Recycling Operations	09/05/2018	A Loader suffered back injury when picking up a recycling box	Investigation found that box was full of magazines and that this scenario is covered in training under dynamic assessment of 'load'
Over 7 day injury	Slip, trip and fall	Waste & Recycling Operations	26/06/2018	A Loader suffered an ankle injury. When climbing out of the lorry cab his foot twisted in a pothole	Investigation made recommendations to resurface certain areas of the Exton Road Depot.
Over 7 day injury	Slip, trip and fall	Waste & Recycling Operations	02/10/2018	A Loader suffered an ankle / foot injury. When walking across grass an unseen hole caused him to twist his ankle and fall	Investigation revealed short cuts across grass and undergrowth were being taken. Risk assessment control measures state to avoid shortcuts across grass and undergrowth and keep to the pavements
Over 7 day injury	Manual handling	Waste & Recycling Operations	15/11/2018	A Loader went to pull two bins together. One contained heavy builders waste and caused a heavy sprain in the employee's arm, upper back and neck region.	The bin was refused for collection and 'stickered'. Employees are trained to dynamically assess loads before making the pull away. Moving one bin at a time is recommended but when empty and returning to presentation point on a level surface, two at a time are acceptable.

4.2.3 Reporting of Injuries, Diseases and Dangerous Occurrences Regulations for Exeter City Council

During 2018 there were eight incidents that were reportable to HSE under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations. These are shown in table 4 above. This is half the number that were reportable during last year in 2017 and shows a positive reduction in safety incidents during 2018. It is of note that the reduction coincides with the establishment of a stronger health and safety

committee structure, which operates at both boardroom level and workplace representative level.

4.2.4 Incidence rate (RIDDOR) for Exeter City Council

The Exeter City Council incidence rate (RIDDOR) during 2018 is 1,301 per 100,000 employees and below the average in England of 2,000 per 100,000 employees¹. The figure is calculated on our full time equivalent employee establishment of 615 employee at 31st March 2018. The rate is significantly reduced from last year's rate of 1,795 and shows an overall reduction in serious accidents at work in Exeter City Council. While this shows very good improvement we will strive to reduce our incidence rate even further in 2019.

Did you know?

240 working days were lost in Exeter City Council during 2018 due to accidents at work. This was significantly less than 384 working days lost in 2017. A reduction by nearly one-third in days lost to workplace accidents.

4.2.5 Lone Working

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 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 Corporate Health and Safety Team can provide advice on risk assessment for lone working.

4.2.6 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.

4.2.7 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.

4.2.8 Display Screen Equipment

¹ The Health and Safety Executive Annual Statistics Report for Great Britain 2015 /2016

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

- 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 While overall safety incidents have reduced significantly, threatening incidents towards employees showed no change in number during this year across the Council. Vulnerable and Lone Working poses a risk of injury from assault and risk of psychological injury from isolation in, and after experiencing, threatening situations.

Did you know?

There were 26 recorded reports of staff being personally threatened in 2018 and two assaults on staff in the same period. Coincidentally, these figures are exactly the same as during 2017.

- 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.
- 4.3.4 Display screen equipment assessment continues to be delivered through assessment monitoring software called 'AssessNET'. Compliance and, where necessary, health and safety intervention is controlled through the Corporate Health and Safety Team. The Council has 522 employees classed as DSE Users. 303 assessments were completed during 2018, leaving a potential 220 outstanding going into 2019. Outstanding assessments during the year comprise either employees that are new to the organisation and have yet to undertake their self-assessment, or employees that have a 'next assessment due' reminder despatched to them during the year but have not yet undertaken their self-assessment. With 117 self-assessments over 24 months old and 82 'no assessment' yet undertaken, 199 of 220 outstanding assessments evidence this. The AssessNET system can filter at many levels and identify names of employees that have not carried out their DSE self-assessment-
- 4.3.5 Training in risk assessment continues on a regular programme throughout the year, delivered to QCF level 2 by Corporate Health and Safety. Training is available to both employees and external candidates through our accreditation to Highfield.

4.4 2018 Progress Report

- 4.4.1 Ratification of a revised Lone Worker Policy and a corporate contract for provision of personal protective equipment, in the form of GPS tracked call alert communicators, have afforded clarity in risk control measures to inform service risk assessments on lone working and improve protection for our lone workers.
- 4.4.2 A gap analysis of Safety Responders (First Aiders and Fire Wardens) identified a mismatch of 'Responders' across the authority in terms of numbers or Responders to workplace hazard level. Health and Safety Committee directed a realignment of Responders to a more balanced and equitable distribution. The redress was driven through health and safety auditing and workplace inspection. Additional Fire Wardens and Fire Marshalls were nominated for a number of Council buildings. New First Aid at Work (FAW) volunteers were trained for Waste Operations. The gaps have been plugged and, with the help of the Health and Safety Representatives Committee, Safety Responder provision and distribution is monitored across the organisation.
- 4.4.3 Inconsistencies across the authority in the review of warning markers that had been placed on the Employee Protection Register was raised through Health and Safety Representatives. Risks arising from inconsistency were found to include delay in timely information to employees of high risk people (markers), historical information about high risk markers becoming out of date and delays in the review of the high risk markers process. Health and Safety Committee approved a new Safety of Employees Review Group (SERG) to oversee the risk rating of markers and the timely review of information held on customers that have been given markers. SERG meets monthly and is able to 'fast track' information in between times when necessary.
- 4.4.4 A welfare audit of Belle Isle Depot in the latter part of 2017 had made recommendations for improved welfare facilities. Merging of manual workers in services Street Scene, Parks and Open Spaces and Cemeteries into Public and Green Spaces had caused a concentration of staff at Belle Isle Depot. Work on new welfare facilities was making good progress by the latter part of 2018.

Did you know?

303 Display screen equipment self-assessments were completed by employees during 2018 and reviewed by Corporate Health and Safety. Of the 303, 27 were subsequently assessed in detail by Corporate Health and Safety to address and prevent musculoskeletal and other conditions associated with problems at the workstation.

Did you know?

Six health and safety workplace assessments for reasonable adjustment under the disability provisions of the Equality Act 2010 were carried out by Corporate Health and Safety during 2018.

- 4.4.6 The Health and Safety Policy was reviewed and republished to reflect new corporate structure. The Health and Safety Committee structure was realigned in line with 1977 and 1996 regulations on consultation with employees.
- 4.4.7 The Health and Safety Training Policy was reviewed and now includes a detailed 'training matrix' allowing Service Managers a detailed breakdown of the type of health

and safety training required for employment groups within their respective services. A dedicated budget for Health and Safety Training has been provided for 2019/20.

4.5 Planned activity in 2019

- 4.5.1 Progress to Stage 4 of the Stress Management Standards, to implement control measures from findings in the Stress Surveys at Stage 2 and Focus Groups at Stage 3.
- 4.5.2 Continue with dust sampling of the Materials Reclamation Facility to help review our Control of substances hazardous to health regulations assessment.
- 4.5.3 Continue with Noise at Work risk assessment reviews to stay on track with our Hearing Protection Programme.
- 4.5.4 Assist HR in completion of The Health and Safety Training Matrix by providing advice on competencies within respective employment groups, where this is required from a technical standpoint.
- 4.5.5 Review the Unacceptable Behaviour Policy via a working group to complement SERG and consolidate policies 'Step Away from Violence and Aggression', 'Employee Protection Register' and existing Unacceptable Behaviour Policy.
- 4.5.6 Provide support and guidance in the Agile and Flexible Working programme across the authority, with reference to the Display Screen Equipment Regulations and the Management of Health and Safety Regulations, to anticipate and inform corporate adoption of same.

5: Vehicle, Plant and Machine Safety

5.1 Background

5.1.1 We cannot deliver our essential services without plant and machinery. For example, in Waste & Recycling, Public & Green Spaces and in Waterways services depend on a variety of vehicles and machinery to be in safe condition and in working order to achieve service delivery to the city.

5.2 The Legal Position

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.

Did you know?

In 2018 a recycling firm was fined £670,000 after an employee sustained life threatening head injuries. He was struck by a telehandler's boom at a plastics and baling recycling facility. The company had failed to plan the management or workplace transport and had not trained employees adequately. The employee in charge of the telehandler was neither trained nor certified to operate it.

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.

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 the HSE during the case.

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.

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?

In 2018 Croydon Borough Council and Veolia were together fined £350,000 in total for an injury to a council employee with learning difficulties. He sustained multiple fractures to his right arm and required a skin graft after being crushed by a reversing Refuse Collection Vehicle.

5.3 The Exeter City Council Position

- 5.3.1 In the organisational risk profile waste and recycling operations constitute high-hazard low-frequency rating and are therefore a risk-priority in the risk profile. The majority of these hazards arise from plant and machinery.
- 5.3.2 Injury risks from workplace transport, lighting, surface conditions and operational plant remains the most frequent hazard identified in workplace safety inspections.

5.4 2018 Progress Report

- 5.4.1 An extensive review of the Belle Isle Depot took place during January 2018. Clear recommendations were made for improvements to traffic management at the site for both immediate and longer term reduction of injury risk from moving plant, machinery and general vehicles. Pedestrian walkways were designated and marked, a one-way traffic system was introduced and high visibility Personal Protective Equipment (PPE) became mandatory for everyone on site, with the sole exception of office workers walking from their cars in the bays outside the office into the office and nowhere else.
- 5.4.2 A thorough audit of Waste & Recycling Operations included an audit of induction training for both use of the automated bin lifting machinery at the rear of the Refuse Collection Vehicle and working in the road when emptying bins. Singularly or combined, working in the road and operating bin lift machinery carries a risk of death or serious injury. The audit made recommendations for significant changes to the way in which the routes were risk assessed, with examples provided to the Service Manager.

Did you know?

The HSE took enforcement action against Teignbridge District Council in 2017. Two improvement notices were served on the waste collections department requiring them to undertake separate Rounds Risk Assessments of all collection routes. This was following an accident where an employee was airlifted to hospital after sustaining crush injury to the chest from the vehicle he was working beside.

- 5.4.3 The most serious near miss incident of 2018 for Exeter City Council occurred on 2nd January 2018 when an unoccupied Refuse Collection Vehicle began rolling backwards on a hilled street. A Loader managed to enter the cab and bring the vehicle to a halt before its momentum reached an unstoppable speed. A detailed investigation, including a thorough examination of the vehicle, revealed human factors to be the cause of the incident.

Photo: in 2016 an unoccupied skip lorry began rolling backwards during a transfer at Derriford Hospital, Plymouth. The driver attempted to enter the cab and halt it, but slipped and was killed beneath the wheels.



5.5 Planned activity in 2019

- 5.5.1 Audit completion of workplace transport safety measures at Belle Isle (resurfacing works for more permanent segregation of vehicles and pedestrians, via physical guarding and demarcation and lighting improvements.
- 5.5.2 Audit Exeter Corn Exchange mobile elevated working platform.
- 5.5.3 Continue quarterly safety tours of the Materials Reclamation Facility (MRF) with the Service Manager and Safety Representatives.
- 5.5.4 Audit the Cash in Transit vehicle in line with ergonomic considerations for the design of the workplace, with specific attention paid to manual handling during loading and unloading.

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

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.

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. Put in place effective liaison arrangements on health and safety matters and share safety-related information, e.g. the location of buried services.

6.2.3. 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 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.

Did you know?

In 2009 Chester-le Street District Council pleaded guilty in the 'Dreamspace' case, in which an inflatable art work 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 The Exeter City Council Position

6.3.1 Since 2013, large events throughout the City have increased significantly in number. During 2018 events held on Council land again increased in number and size.

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, thereby fast-tracking information to the respective parties.

6.4 2018 Progress Report

- 6.4.1 During 2018 twelve event organisers and their event management teams attended Exeter Safety Advisory Group meetings to present their event management plans to the Group. This included Exeter Respect, Deep Water Soloing, Naked Bike Ride, Shrouds of the Somme, Ikea opening in Exeter, Christmas Lights and Christmas Market and the Hijacked Festival.
- 6.4.2 During this year a near miss incident occurred when a telehandler loader collided with a Council van in Northernhay Gardens during the 'take down' phase of a prestigious event. The telehandler driver had not planned a lift and could not see the Council van before him with the load raised on the forks. The investigation revealed the driver of the telehandler had not been trained and did not carry a suitable licence to drive the machine. A new risk control measure was instructed by the Health and Safety Committee and from now on all vehicle and plant movements during event 'builds' and 'take down' phases must carry a permit to work. The permit to work will be issued by the Service Manager's competent representative or a member of the Corporate Health and Safety Team.
- 6.4.3 Work has progressed on a dedicated events section of our new Gov-UK style website. It will be placed in the People and Communities sub-section, 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 2019

- 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 where possible attend 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.
- 6.5.4 Ensure permits to work for site transport at events on Council land are being adhered to.

7: Water Safety

7.1.1 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, which is undertaken by our Engineering Surveyors.

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 The Legal Position

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 risks 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 that the Council is client for along the waterways. Furthermore, as the river authority, we have duties towards public safety 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 2018 Progress Report

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 Exeter City Council buildings were used as public information and training locations as part of the city's drowning prevention strategy, led by the Fire and Rescue Service. The Fire and Rescue Service issued throw-lines to riverside commercial businesses that attended the training.

7.4.3 The Exe Estuary Patrol Boat responsibility was returned to Exeter City Council during 2018. Risk assessment 432RA Use of Boats is to be reviewed when the vessel is handed over.

7.5 Planned activity in 2019

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 Risk assess new Estuary Patrol Boat in line with generic RA 432

7.5.4 Assist new Harbourmaster with risk profile review of the service.

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

- 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 applies 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 applies to dust generated in the Materials Reclamation Facility, the control of legionella bacteria in water and to biohazards from handling (with suitable equipment) discarded used hypodermic needles.

- 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. The Council also has 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 for 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 replacement of original transfasteners on the soton line at Matford Livestock Centre 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.

8.4 2018 Progress Report

- 8.4.1 Personal Protective Equipment: The trial and provision of new wet weather clothing for outdoor workers was completed this year. A thorough review of gloves was included in the Waste and Recycling Collection audit during 2018, with the

recommendation to review risk assessments paying attention to different cut level protection for different tasks.

- 8.4.2 Work at Height: Corporate Health and Safety provided advice and guidance to Premises Managers on work at height in relation to individual protection measures and these do and do not relate to the Personal Protective Equipment Regulations.
- 8.4.3 Manual Handling: As part of this year's Waste and Recycling Operations Collections audit, a thorough analysis of manual handling 40 litre bins was undertaken. A number of significant findings produced four recommendation, one of which was to replace 40 litre bins with 110 litre wheeled bins in every situation where this was feasible and reasonably practicable.
- 8.4.4 Control of substances hazardous to health regulations: Dust sampling at the MRF was undertaken by an environmental consultant and the resulting report was report was passed to the Service Lead.
- 8.4.5 Asset inspection: A new Tree Safety Officer was appointed to the Council in 2018.

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 (going in Spring 2019).