

CITY OF LONDON CORPORATION DEPARTMENT OF MARKETS & CONSUMER PROTECTION PORT HEALTH & PUBLIC PROTECTION SERVICE

HEALTH & SAFETY INTERVENTION PLAN 2014-2015

1. Introduction

The range of enforcement and advisory activities of the Health & Safety Team directly contributes to and supports the Strategic Aims of City of London Corporate Plan 2013-17:-

- To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes,
- To provide valued services to London and the nation.

in particular the cross-cutting Key Policy Priorities of:-

- **KPP2** Maintaining the quality of our public services whilst reducing our expenditure and improving our efficiency,
- **KPP3** Engaging with London and national government on key issues of concern to our communities including policing, welfare reform and changes to the NHS.
- **KPP4** Maximising the opportunities and benefits afforded by our role in supporting London's communities

and **The City Joint Health and Wellbeing Strategy** identifies alcohol, smoking and mental health associated with stress are the key health and wellbeing challenges for the City.

2. Our Key Challenges for 2014-17

A key challenge for the Health & Safety Team for the forthcoming years is to respond to the changes to health & safety enforcement following the Government's commissioning of Professor Löfstedt's independent review of health & safety legislation¹, the Government's response² and the resulting National Local Authority Enforcement Code³ (the Code).

It will require changes to the way we plan, target and intervene with duty holders' activities and together with the new Regulators Code, the National Code will

¹ "Reclaiming Health & Safety for All"

² The Government's Response to the Löfstedt Review

³ National Enforcement Code for Local Authorities - Health & Safety

necessitate development of a different relationship and engagement with businesses whom we want to influence.

We will further develop and better use the available sources of intelligence on risks and compliance in order to target our interventions in the City where there is the greatest perceived and actual risk.

We will need to ensure enforcement officers have the skills to effectively apply the range of interventions necessary to identify and communicate health and safety messages to the City business and worker community.

3. KPIs for 2014-2015

The following are the team's Key Performance Indicators for this year:-

- To complete a risk-based intervention programme for all cooling towers systems within the year.
- To complete all Health & Safety Intervention Plan projects within the year.
- To respond to all Primary Authority requests for advice within 1 working day.

3. Competent and trained officers

In order to ensure that the service we offer to businesses and residents is competent and high quality we will ensure that:

- all officers carrying out enforcement work are appropriately authorised, according to their ability, qualifications, expertise and experience;
- officer's competence is continually assessed and that we support officers to develop their skills and widen their experience;
- we will ask for feedback from businesses and other service users on the quality of the service we provide and strive to continually improve; and
- we will continue to participate in peer reviews with other local authorities to ensure consistency and promote best practice.

PH&PP will seek to ensure all its enforcement decisions are consistent with:-

- the current PH&PP Policy Statement on Enforcement; and
- the HSE and Local Authorities' Enforcement Management Model

and will continue to train and develop competency of its enforcement officers to using the current <u>Regulators' Development Needs Assessment (RDNA)</u> tool.

There will be joint working on projects and interventions and in training between the Food Safety, Trading Standards, Pest Control and Health & Safety teams of the Port Health & Public Protection (PH&PP) Service so as to develop and encourage consistency and the exchange of advice and guidance.

4. The National Local Authority Enforcement Code (The Code)

All Health & Safety Enforcing Authorities in the UK must make adequate arrangements for enforcement of the Health and Safety at Work Etc 1974 (HSWA). 'The Code' sets out what is meant by 'adequate arrangements for enforcement' and for reporting on compliance. It is given legal effect as HSE guidance to LAs under Section 18 of HSWA and is designed to ensure that LA health and safety regulators take a more consistent and proportionate approach to enforcement.

Whilst the primary responsibility for managing health and safety risks lies with the business who creates the risk, LA health & safety regulators have an important role in ensuring the effective and proportionate management of risks, supporting business, protecting their communities and contributing to a wider public health agenda.

The Code sets out the risk based approach to targeting health and safety interventions to be followed by LA regulators and it provides a principle based framework that recognises the respective roles of business and the regulator in the management of risk, concentrating on four objectives:-

- Clarifying the roles and responsibilities of business, regulator and professional bodies
- Outlining the risk-based approach to regulation that LAs should adopt with reference to the new Regulators Compliance Code and HSE's Enforcement Policy Statement and the need to target relevant and effective interventions that focus on influencing behaviours and improving the management of risk
- Setting out the need for training and competence of LA H&S regulators and
- Explaining the arrangements for collection/publication of LA data and peer review to give assurance on meeting the requirements of the Code.

We will use a range of regulatory interventions available to influence behaviours and the management of risk. Pro-active inspections will **only be** utilised for premises with higher risks and activities or where intelligence suggests that risks are not being effectively managed.

5. National Priorities for the UK

Alongside The Code HSE has published a list of higher risk activities as National Priorities to inform local authority planning, based on sector specific HSE strategies. National Priorities which the City will be addressing in 2014-15 are:

- Legionella infection at premises with cooling towers through conducting riskbased audits of the large number of cooling towers within the City that require robust risk control. Local intelligence on risk management performance has led to the development of reduced intervals between inspections.
- Fatalities / injuries resulting from being struck by a vehicle and falls from height in wholesale, warehouses and distribution through conducting inspections of stallholder areas at Smithfield Market,

• **Event Safety / Crowd control at large public sports** / leisure events – through prior working with dutyholders and other Corporation Departments in the prior planning and permissioning of events as well as inspections.

6. Local Priorities for the City of London

The Code provides flexibility to address local priorities alongside national ones, but based on local intelligence and evidence. The City Corporation's Port Health & Environmental Services Committee have endorsed such an approach in the City and such City-related issues which the team will also be seeking to address through and intelligence-lead and targeted approach are:-

- Falls from height related to external building maintenance, cleaning and servicing, based on local intelligence, using inspection where appropriate, awareness raising by working with stakeholders and using social and web based media.
- **Legionella risks** associated with hot and cold water systems in large older office stock; most cases of legionellosis are associated with such systems.
- Workplace health and wellbeing identified as a priority by local City-based research and Joint Health and Wellbeing Strategy, including mental health; working with other stakeholders to promote good practice and supporting businesses through advice, audits, London Healthy Workplace Charter, web and social media.
- Slips, Trips and Falls, Gas Safety and injuries related to manual handling in Food premises City RIDDOR accident data indicate these are the most common causes of injury in the sector; interventions will be advisory where there is evidence of uncontrolled risks; serious risks (Matters of evident concern MOEC) will be resolved using appropriate enforcement action.

The Health and Safety team's service targets for the year are provided in further tabulated detail in **ANNEX B**.

7. Working in Partnership

In order to achieve its aims and objectives, the City of London will continue to work with a variety other agencies, stakeholders and intermediaries and these include:-

- <u>HSE</u> national policy, strategy and guidance; operational support; London Local Authority Liaison strategic support. .
- London Partnership and Strategy Group, the <u>Association of London Environmental Health Managers</u> (Alehm) and the All-London Boroughs Health & Safety Liaison Group to encourage consistency across London through being actively involved in a variety of London-wide health & safety initiatives; and
- **Neighbouring London Boroughs** both in the **South East London Quadrant** (the City of London plus the London Boroughs of Bexley, Bromley, Croydon, Greenwich, Lewisham, Southwark and Westminster)
- The <u>City of London Police</u> on violence and crime in the Retail and Hospitality sector and other area's detailed in the Memorandum of Understanding between the City Corporation and the City of London Police;

- <u>Better Regulation Delivery Office</u>— on Primary Authority and other projects regarding local authority regulatory services;
- London Banks Health & Safety Forum to encourage consistency, share best practice across the Financial Services sector,
- <u>The Legionella Control Association</u> to raise standards in service providers involved in the supply of goods and services relating to the control of Legionella bacteria in water systems.
- Health and Safety Executive / Public Health England national working group review of guidance on control of legionella in spa pools,
- <u>Cleaning industry Liaison Forum</u> to work with industry trade associations, training bodies and trade unions to improve health, safety and welfare standards in the cleaning industry.
- **Public Health England** supporting training for other health professionals on legionella control by facilitating site visits
- Managing Agents Forum providing advice and sharing good practice
- City of London Health and Wellbeing Board providing advice and linking health & safety into the public health agenda
- London Healthy Workplace Charter Steering Group supporting the Charter scheme development, sharing good practice.
- our Primary Authority Partnerships

The team will actively support all London local authority health & safety events, and continue to host training courses for the HSE and the All-London Boroughs' H&S Liaison Group whenever possible to ensure that the City of London maintains its position at the forefront of health & safety regulation in the capital and the UK as a whole.

In support of this it will continue to attend and support national industry groups such as the Legionella Control Association and the Cleaning Industry Liaison Forum where these are most closely linked to the City's local health & safety priorities.

9. Service Development

PH&PP will also seek to develop and improve its overall health & safety enforcement through a number of improvement projects as set out below in support of the above theme of "**Works together....**".

- Customer surveys we will carry out further surveys of our customers across key elements of the service and use the results to inform service improvements;
- Communications strategy we will develop a more strategic approach to communicating with our City stakeholders and customers, and seek effective means to improve access to, influence and work with City businesses communities and workers.
- **Skills for the new enforcement intervention landscape** we will improve officers' awareness and understanding of business' needs, how to effectively communicate health and safety messages using a broader range of intervention strategies.

 Test resilience of Legionella outbreak plan – we will assess and test key steps in our outbreak response plan to ensure it is fit for purpose;

The Food Safety Team will also be included in all health & safety project working and competency development initiatives and whenever possible, representatives from both teams will attend the All-London Boroughs' Health & Safety Liaison Group.

Finally, the Health & Safety Team will undertake wherever action is most appropriate to promote and publicise the City Corporation's work as both a Health & Safety Enforcing Authority and the providers of quality and authoritative advice and information to City businesses and workers.

Jon Averns
Port Health & Public Protection Service Director

April 2014

HEALTH & SAFETY TEAM HIGHLIGHTS 2013-2014

Last year, the Health & Safety Team undertook the following wide range of activities.

Legionella Control

- Delivered 'Cooling Tower Inspection' training to 80 Environmental Health professionals across London and the UK, an important contribution to improving knowledge and competence on Legionella issues for regulators.
- Hosted site visits to cooling towers for regulatory fact finding mission by Kuwaiti government;
- Assisted the Public Health England by providing site visits for two national Legionella outbreak investigation and control courses to demonstrate risk assessment in practice for cooling towers and spa pools
- Showcased our work on *Legionella* control to leading businesses from the water treatment industry at a number of conferences and events, promoting the City of London and key public health messages concerning managing this risk.

Health and Safety Information Campaign

The team continued a campaign around current key issues in health & safety as they affect the wide variety of City businesses from SMEs to multinational organisations and across different industry sectors. This included:—

- Regularly tweeted health & safety information from our Twitter account
 <u>@SafeSquareMile</u> "The City of London Corporation's Health & Safety Team,
 signposting the way to safety, health and well-being for all who work in the
 historic "Square Mile" and which now has 450 followers
- Promoted the London Healthy Workplace Charter at the high profile 'Business Healthy' conference at Mansion House in March 2014.
- Produced two well received, short training 'YouTube' videos (over 3000 viewings) related to preventing injuries associated with fall arrest and rescue associated with City building maintenance and cleaning.

Inspections and Interventions

- 86 control of legionella in cooling tower' inspections and enforcement action.
- 32 project based interventions carried out, including:-.
 - 4 'Seasonal Retail Overstocking' project interventions
 - 12 water fountain sites targeted for Legionella sampling
 - 16 Massage, Special Treatment and acupuncture licensing inspections
- 8 Full inspections of Smithfield Market businesses

Complaints and service requests

152 complaints and service requests received were responded to, investigations and enforcement actions taken where necessary, including:-

- 4 Asbestos notifications
- 45 LOLER lift inspection reports
- 37 Pressure vessels inspection reports
- 66 Health & safety complaints
- 43 special events applications reviewed and advised upon

Accidents, III-health and Dangerous Occurrences

- Received and assessed 245 accidents and dangerous occurrences,
- Investigated 28 reportable accidents comprising:-
 - 5 dangerous occurrences
 - 23 Specified injuries (serious accidents)
- Two cases of legionnaires disease investigated

Primary Authority Partnership Work

Up until the end of March 2014, 190 chargeable hours were spent on advising the team's Primary Authority partners, **CBRE** (40 hours) and **Virgin Active** (150 hours) on health & safety management systems, auditing of performance, speaking at conferences and training events and dealing with regulatory queries and challenges from other local authorities and which also brought in income. Both partners have expressed a strong preference to continue with these partnerships, which they have both found valuable and good value.

Formal Legal Action

- City of London Corporation have assumed lead role in the investigation of a fatality which took place in 2012, after formal hand over from City Police; CPS decided there was insufficient evidence to proceed with corporate manslaughter charges.
- Investigated potential exposure of building maintenance workers to asbestos as a result of poor management; legal proceedings have been authorised and have been referred to the City Solicitor;
- Three Improvement Notices were served under Section 21 of the Health & Safety At Work Etc. Act 1974 requiring improvements to the management and control of legionellae risks associated with cooling towers.

Other Activities

 London Healthy Workplace Charter to improve workplace health in City businesses; A City Business Trainee was employed to identify and target potential interest and raise awareness of the Charter due to low uptake of the award; the Charter was promoted at the COLC sponsored Business Healthy conference in March 2014. • **Customer survey:** a small pilot survey to assess the quality, effectiveness and value of cooling tower inspections to duty holders was carried out; all respondents (50%) valued the inspections and found them to be conducted professionally; 75% agreed that the inspections resulted in sustainable improvements.

HEALTH & SAFETY INTERVENTION PLAN TARGETS 2014-2015					
PRO-ACTIVE INT Sector, premises type or specific cross sector activity	ERVENTIONS — Na Evidence that identified the concern and set its priority ⁴	Planned intervention type ⁵	Rationale for intervention	Planned activity or resource	
Control of legionella interventions: cooling towers and other at risk water systems.	National and local priority. 151 cooling towers sites within the City. Risk of Legionnaires' disease outbreak affecting the Square Mile is considered an unacceptable reputational risk. Poor performers identified via established risk ratings and local intelligence.	Inspection and enforcement Education and awareness Working with intermediaries, LCA, London Banks H&S Forum, Managing Agents Forum Working to influence design at planning stage through CDM.	Due to the complex nature of the water systems involved it is essential to carry out a detailed audit in order to make a competent assessment of risk. Established intervention protocol utilised. Outputs measured via lower risk ratings following intervention.	Risk-based audit of highest risk of a population of 151 City sites Revisits and enforcement action taken as necessary Approximately 90 premises, 520 hrs. Response to Planning applications and advice to designers and CDM Coordinators	
Health and Safety interventions at Smithfield Meat Market: Fatalities / injuries resulting from being struck by a vehicle and falls from height.	National Priority Risk rating, past performance, FSA / CoL Authorised Officer intelligence from food safety inspection, and confidence in management.	Inspection (Cat A), and enforcement Matters of evident concern Education and awareness Working with Smithfield Market management office and SM Tenants Association and HSE Filed Operations Team.	Targeting uncontrolled risks in the stallholder areas. Inspections and enforcement in highest risk premises and where risks not adequately controlled. Education / awareness Influencing business owners	Interventions focusing on the highest risk hazard and matters of evident concern with enforcement action taken as necessary	

⁴ Evidence types detailed in Supplementary Materials 6 of LAC 67-2 rev4 <u>www.hse.gov.uk/lau/lacs/67-2/supplementary-material-6-potential-sources-of-information-to-aid.pdf</u>

⁵ Planned Intervention Types detailed in Annex A of LAC 67-2 rev4 www.hse.gov.uk/lau/lacs/67-2/annexe-a-Intervention-types.pdf

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Event Safety /	Large scale	Education and	Officers are	Review all event
Crowd control at	events are a	awareness	involved at	plans and risk
large public	National Priority.	Liaison with event	planning stages	assessments
sports / leisure		organisers	of events through	Visits to site as
events	City Corporation		the City's Safety	necessary.
	is host to many	CoLC Event	Advisory Group	Follow-up action
	high profile	'permissioning'	(SAG) and	taken as
	events such as		discussion with	necessary
	the Lord Mayor's	Inspection and	event organisers.	, , , , , ,
	Show.	Enforcement for		50 events, 175 hrs
		highest risk	Intelligence is	, , , , , , , , , , , , , , , , , , , ,
	Approximately 6	activities	shared at the	
	events are large	G.G	SAG from Met	
	events for which		and City of	
	City are the		Police, London	
	enforcement		Ambulance,	
	authority for		Highways, etc.	
	significant high		riigiivvays, cic.	
	risk activities.		Requests for	
	TISK GCIIVIIIGS.		competent	
	As a local priority			
	As a local priority		advice by City	
	it aims to mitigate		Corporation's	
	reputational risk		Highways service.	
	issues and avoid			
	negative publicity			
	on health &			
	safety grounds.			

PRO-ACTIVE INTERVENTIONS – Local Priorities					
Falls from Height	Window cleaner	Education and	Large number of	Observations	
related to	fatality 2012 and	awareness.	sites where	during street	
external building	investigation,		external working	walks, dealing	
maintenance,	Local intelligence	Working with	at height (WAH)	with matters of	
cleaning and	and observations	intermediaries	carried out.	evident concern	
servicing	made by COLC			and using	
	officers and	Advisory visits	Building	observations and	
	others in the COL		managers usually	LOLER Thorough	
	facilities	Inspection and	keen to	Examination	
	management	enforcement	understand the	reports to target	
	community,	where	risks and	inspections of	
		appropriate.	receptive to	poorly controlled	
			awareness raising	activities.	
		Working with	- e.g. popularity	- I I I I I I I I I I I I I I I I I I I	
		intermediaries,	of recent videos	Estimate 10	
		LCA, London	by H&S Team	inspections, 90 hrs	
		Banks H&S Forum,	C		
		Managing Agents	Some sites may need direct	Awareness raising	
		Forum	enforcement	by working with stakeholders and	
		Working to	intervention on	using social and	
		influence design	MOEC or where	web-based	
		at planning and	non-compliance	media - e.g.	
		fit-out stages	on follow up to	videos	
		through CDM.	advisory visits	11003	
		111100g/1027/11		2x video	
				productions = 90	
				hrs	
				Response to	
				Planning	
				applications and	
				use of	
				applications to	
				trigger advice to	
				designers and	
				CDM	
				Coordinators	

Legionella control	HSL Report	Education and	See column 2.	Inspection of 10
in hot and cold	HEX/12/07	awareness of		premises = 70 hrs
water systems in	identifies hot and	new HSE		
large buildings	cold water	guidance		Use information
	systems			found to
	attributable to a	Use of		determine need
	significant	intermediaries.		for further
	number of			intervention.
	legionellae sp.	Inspection of a		Use of Twitter,
	associated	sample of large,		interactions with
	outbreaks in the	older buildings,		City forums and
	UK over in the 10	not previously		networks to
	years prior to the	visited, to assess		advise on new
	report; the City of	risks and to inform		HSE guidance
	London has a	need for and		informed by
	large number of	mode of future		results of
	large buildings	intervention		inspections.
	with complex	programmes.		
	H&C water			Response to
	systems; during	Working with		Planning
	inspections of	intermediaries,		applications and
	cooling towers	LCA, London		use of
	officers have	Banks H&S Forum,		applications to
	acted on MOEC	Managing Agents		trigger advice to
	on a number of	Forum		designers and
	systems in recent			CDM
	years.	Working to		Coordinators
		influence design		
		of new build and		
		refurbishment at		
		planning or fit-out		
		stage through		
		CDM.		

Workplace health	Local Priority:	Recognising	There is strong	Further
and wellbeing: Including	identified as a priority by local	good performance	evidence to show how having a	development of engagement
Workplace	City based	through the	healthy workforce	strategy using
Wellbeing Charter	research and	London Healthy	can reduce	existing networks
	Joint Health and Wellbeing	Workplace Charter	sickness absence, lower staff	and resources such as City
	Strategy,	Charlet	turnover and	Business Library
	including mental	Partnerships –	boost productivity	contacts
	health.	working through City Health and	- this is good for employers,	database.
		Wellbeing Board	workers and the	Working with
		and Business Healthy initiative	wider economy.	other stakeholders to
			As part of the	promote good
		Intermediaries –	steering group	practice and
		such as managing agents	working with the Department of	supporting businesses
		and London	Health / GLA to	through advice,
		Banks Health and	promote	audits, London
		Safety Forum.	engagement and business uptake	Healthy Workplace
			with the Charter	Charter, web and
			post pilot.	social media.
				Working with any
				interested
				businesses towards an
				award.
				Fating at a 2
				Estimate 3 assessments = 50
				hrs
				Attendance at
				Steering Group
				and City development
				meetings and
				activities = 120 hrs
				CoLC assessment
				activities = 50 hrs

Health and safety interventions in food premises: Slips, trips and Falls; falls from height; gas safety; manual handling; burns.	RIDDOR and enforcement data on M3 for 2013-14; EHO intelligence from food safety inspections, confidence in management.	Enforcement on Matters of Evident Concern (MOEC) Advice, education and awareness	Food premises are some of the highest risk premises in City of London and also contain highest proportion of SME's where risk management weakest.	Advice and information during inspections, 1000 x 10mins = 165hrs Interventions when matters of evident concern encountered with enforcement action taken as necessary MOEC Estimate = 60 hrs
Joint London Fire Brigade Seasonal Overstocking Project	Local Priority Based on intelligence from London Fire Brigade	Partnerships Education and awareness Inspection and enforcement	Issues such as blocked fire exits, impeded access / egress are immediate and serious issues best identified by site visits.	Joint inspections with City & Islington LFB In December 2014 Inspect for hazards relating to overstocking around Christmas Provision of advice to business Enforcement as necessary to achieve compliance Estimate = 15 hrs

Primary Authority CBRE and Virgin Active Seek further primary authority partnerships with businesses or organisations.	Ensuring progress towards the Government's better regulation agenda, providing streamlined and improved regulation.	Partnerships Motivating Senior Managers Supply Chain Design and supply Best practice	Partnerships established as part of the Better Regulation Delivery Office's initiative.	Appraisal of each company's health & safety policies, procedures and practices as they are reviewed. Appraisal of each company's contractors and management arrangements Audit and review the health & safety arrangements, to including strategy and organisational implementation. Advising on related documentation
				as required. Advising the Company upon new developments in health & safety legislation and best practice Respond to challenges to each company from other health & safety regulators
				Total 700 hrs

Sector, premises type or specific cross sector activity	Evidence that identified the concern and set its priority	Planned intervention type	Rationale for intervention	Planned activity or resource
Notifications under RIDDOR: • Accidents and Dangerous Occurrence • Occupational III-health	Accidents, Dangerous Occurrences and Work-related ill- health are indicators and intelligence of both common safety risks and areas of non- compliance across both industry sectors and City businesses as a whole	Incident and ill health investigation	In accordance with the Incident Selection Criteria Guidance LAC 22/136	Establish key facts and available evidence Determine whether further investigation is required in accordance with LAC 22/13 Follow-up enforcement action taken in accordance with Enforcement Management Model (EMM) Estimate 200 hrs Additionally PH&PP has assumed lead on an investigation

⁶ Health and Safety Executive and Local Authorities Enforcement Liaison Committee (HELA) Incident Selection Criteria www.hse.gov.uk/lau/lacs/22-13.htm

Complaints & Service Requests	Statutory Adverse Insurance Reports (AIR's) may	Investigations, inspections where appropriate	Local response policy	Research and provision of H&S advice.
 Complaints Asbestos notifications LOLER reports Pressure vessels Massage and Special Treatment (MST) Licensing Inspections 	indicate poor management and /or maintenance practices.	Advice	Input to local licensing arrangements of MST activities	Establish key facts of complaints and adverse reports; investigation and inspection for selected complaints and reports in accordance with risks and dutyholder performance.
				Follow-up enforcement action taken in accordance with Enforcement Management Model (EMM) All complaints and service requests (excluding MST inspections) estimate = 250 hrs 90 MST inspections = 200
To review planning applications and make representations where appropriate	Working with architects, designers, planners and engineers at planning stage is essential to design out issues that can become a health and safety risk to on completion. Discussions held on work at height - i.e. window cleaning, legionella control, prevention of slips and trips.	Education and awareness	Requested by COL Planning Department as part of the planning process.	hrs Scrutinise and comment on applications where appropriate. Advise on CDM regulations & workplace regulations. Visits to premises as necessary. 50 hrs