

Hampshire Fire and Rescue Authority

Governance Committee

Item 8

23 rd September 2010

Health and Safety Annual Report 2009/2010

Report by the Chief Officer

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1. Summary

- 1.1 The purpose of this report is to describe the Health and Safety arrangements in place in Hampshire Fire and Rescue Service and includes a summary of Health and Safety issues, performance, activities and audits for the preceding year.
- 1.2 This report will be overshadowed by the tragic deaths of Firefighters Shears and Bannon on 6th April 2010 but it should be noted that this event is after the reporting period of this annual report.
- 1.3 This report identifies what we are currently achieving with regard to health and safety activities within HFRS, and the actions we intend to take to ensure continuous improvement. Following the Health and Safety Executive's (HSE) inspection of the service and the outcomes of the regional Safety Management Audit a revised health and safety strategy and structure has been formulated to improve our performance. This informs our strategic plan for health and safety underpinned by an action plan to address all of the issues we face.
- 1.4 The activities of the Health and Safety department show continuous improvement aiming to ensure the service maintains a safe workplace and compliant safety management structure.

2. Recommendations

- 2.1 That the Health and Safety Annual report for the year 2009/2010 be approved.
- 2.2 That the reporting format be approved as the means for monitoring health and safety arrangements.
- 2.3 That it be noted that the outcomes from the current Health and Safety Executive investigations into the 'Shirley Towers' incident will be taken into account in due course.

3. Introduction and Background

HFRS is committed to providing effective health safety and welfare arrangements for all of its staff. The Health and Safety department is committed to providing the service with exemplary support. This means having in place effective management arrangements that ensure the Health Safety and Wellbeing of our staff, and minimise the losses (financial and to our reputation) to HFRS from Safety Events. To achieve this we must search out, adopt and update best practice relevant to and proportionate to the risks HFRS faces, and that our policy, procedure and guidance is adhered to for all relevant activities. We are also committed to doing this by creating an environment in which managers and staff work together closely and constructively.

4. Existing Health and Safety Arrangements

4.1 Policy

All existing Health and Safety policies within HFRS continue to undergo scheduled review and will be amended or updated where necessary, as well as following the findings of audits and the outcomes of the HSE inspection. This conforms with the Health and safety Executives guidance for health and safety management (HSG65). This robust system ensures that all policies continue to be working effectively and efficiently.

An overarching Health and Safety 3 year plan has been produced in line with the new HSE strategy.

A Health and Safety Schematic of our vision is included at Appendix A.

4.2 Organisation

The responsibility for Health and Safety Management sits firmly within the Service Delivery Directorate of HFRS, this has proven to be effective in the integration of Health and Safety at the forefront of HFRS activities, whilst the implementation of Health and Safety remains the responsibility of all personnel. HFRS has a dedicated team providing advice and support to all staff giving advice, guidance, monitor and review services. This team is led by a Chartered Health and Safety Practitioner, who is located at the Eastleigh Annexe together with a team of three staff.

The Health and Safety Committee drives Health and Safety issues forward as raised by all employees, representative bodies and the outcome of inspections and audits, the committee consists of management, employees and representative bodies. This committee reports to the Health and Safety Strategy and Performance Group made up of all the Area Managers and chaired by the Health and Safety Adviser, this committee provides a direct link into all functions, (Members of this committee also attend and feed back to the Service Management Team) additionally this committee reports to the Workforce Wellbeing Strategy Group (chaired by the Director of HR)

providing a direct link into Directors and the Service Management team. All workplaces have an appointed Health and Safety Representative who along with the workplace Managers, support a comprehensive program of regular health and safety inspections, used to identify and eliminate any potential hazards arising.

Safety event reporting continues to develop in the culture of the service and as a tool to identify and eliminate all safety events and to recognise trends equally providing data for which to measure our performance and bench mark against regional and national statistics. Further work is ongoing to improve our quality of safety event investigation and the training of managers to complete detailed common sense investigations.

Additionally HFRS has the benefit of a member Champion for health and safety, Councillor Robin McIntosh. This was highlighted by the HSE as a particular example of good practice.

A diagram of our structural arrangements is included at Appendix B

4.3 Planning

Planning for Health and Safety is undertaken annually in the form of the Medium Term Plan, this process is under review to improve the effective use of resource and to fall in line with methodology used by the HSE, equally findings from the HSE inspection and regional Quality Safety Audit will have a definitive influence. This years introduction of a more prioritised 3 year plan that is more strategic in its outlook, this is underpinned by a functional department activities plan to deal with the detail. Planning is supported by findings from the workplace inspections, risk assessment review and the outcomes identified by safety event statistics along with any changes in legislation, directives from the HSE and any National/Regional health and safety initiatives.

4.4 Measurement

HFRS continue to internally measure performance through collation and analysis of statistics, we have also initiated a regional process to benchmark these figures against our regional colleagues.

An overview of HFRS statistics can be seen at Appendix C.

4.5 Audit

HFRS aims to have external audits at least every two years, either as part of the regional collaboration through the Regional Management Board arrangements, or through Hampshire County Council. Audit reports will be presented to the Authority, or appropriate Committee, for scrutiny supported by any necessary action plans.

Recent external audits:

Hampshire County Council County Treasurers Audit Services - June 2008

RoSPA Quality Safety Audit (FRS Regional) - January 2009

HSE Inspection - May 2009

Oxygen Insurers Audit - January 2010

HFRS annually apply to the Royal Society for the Prevention of Accidents (RoSPA) for recognition in their annual achievement awards. This year we again received a Gold Award, this is now our fifth Gold Award through this system, we will continue to build upon this foundation and look to achieve further success and recognition with RoSPA.

This year we have continued to work with the Health and Safety Executive following their inspection and have made significant progress against our jointly agreed action plan. The HSE will be making a follow up visit on the 22nd September 2010 and we anticipate a positive outcome.

A summary of the HSE recommendations and progress against them is included at Appendix D.

4.6 **Review**

All policies and supporting documents are reviewed on an annual basis to ensure continued legal compliance and effective management of Health and Safety across HFRS. New legislation, Regulatory change, Government Directives or changes in process will be incorporated into policy at the earliest opportunity. The Health and Safety Adviser and line management monitor the Health and Safety Environment and will warn/inform HFRS and the Authority of any pertinent changes.

HFRS continue to maintain a Corporate Risk Register of Health and Safety issues and the Service Management Team will receive a quarterly Health and Safety update.

The Workforce Wellbeing Strategy Group also receive a quarterly up date on Health and Safety Statistics and the actions of the Health and Safety committee this committee doubles as the Health and Safety Consultation group for Representative bodies. The Health and Safety Strategy and Performance Group made up of Area Managers from all Directorates continues to set strategic direction and vision for the health and safety team.

5 **Notable Practice**

- 5.1 HFRS aims to be the best fire and rescue service in the country. As part of our performance indicators for fire stations we have introduced indicators for Health and Safety to encourage improved performance. HFRS also have the regional lead on Health and Safety holding the chair for the regional health and safety practitioners group this in turn involves us in the national committees.

This provides us with opportunities to seek and identify notable practice and recognise where improvements can be made by engaging with common policy, adopting a thread of continual improvement in Health and Safety.

- 5.2 Road Risk Management. HFRS had identified an issue over the various policies that related to drivers, driving and vehicles in the service. This has been addressed by the formation of a Road Risk Management Group and the development of a new one stop document for all driving related topics. This now falls under the ownership of the Health and Safety Department and is considered to be notable practice. This success was previously reported to the Performance Review and Scrutiny Committee in July 2010.

6 Planned Improvements

Following the HSE Inspection and recommendations from their report the Health and Safety Department has developed a 3 year health and safety strategy, supported by a more detailed annual departmental action plan. Our aim is to strengthen the services performance and ensure initiatives are prioritised and achieved within a set period.

A complete review is being undertaken of the processes used for Safety event investigation and the level of expertise required by the investigating officer, this process will improve how we manage the aftermath of safety events and pro actively respond to any findings.

7 Feedback from external audits

- 7.1 As we had three external audits during the period 2008/9 we did not seek any further audit during this year. Instead we have worked closely with the findings of the previous audits, especially that of the Health and Safety Executive to direct our action planning.
- 7.2 During this reporting period HFRS has again been successful in achieving the RoSPA 'Gold' Award. This achievement award is given following a submission to RoSPA identifying our safety management systems, statistics and pro active management of health and safety, HFRS has been recognised as providing an 'excellent' return. Full details of the award criteria have been included as Appendix E.

8 Future Monitoring of health and safety

- 8.1 HFRS will continue to apply to RoSPA for assessment and accreditation every year using the current Gold Award standard as our bench mark. We will also seek external audit by Hampshire Council and / or by another Fire and Rescue Service at least every two years to continue to benefit from scrutiny and challenge. Results of all external audits will be reported to the Governance Committee at the earliest opportunity.
- 8.2 The Health and Safety entry on the Corporate Risk register will continue to be the driver for Senior Management and the Fire Authority monitoring and

leadership of Health and Safety. Together with a quarterly Health and Safety report to the Service Management Team, this will maintain the high profile of Health and Safety and ensure Senior Management focus.

- 8.3 Internal arrangements for monitoring and compliance are under review, but present systems will continue to be rigorously utilised through consultation, workplace inspections and scrutiny of statistics, as well as the work engaged by the Health and Safety Working Group and network of Health and Safety Representatives who are fully engaged in the process to ensure complete employee participation.

9 **Contribution to Corporate Aims and Objectives**

- 9.1 Improved Health and Safety arrangements will support our aim of being the best fire and rescue service in the country.

10 **Resource Implications**

There are no additional human resources, information and communications technology, physical resources nor financial implications arising from this report.

11 **Risk Analysis**

- 11.1 It is morally and legally incumbent on HFRS to ensure the health, safety and welfare of all of its staff and to ensure that we comply with all of the various legislation and regulation. The creation and maintenance of an exemplary health and safety culture throughout the service must be key in all activities and supported at all levels.
- 11.2 Responsibility for health and safety lies both with the service and with the Fire Authority and so it is crucial that Members have a full understanding of our arrangements and are satisfied that they are suitable and sufficient.

12 **Equality Impact Assessment**

- 12.1 The recommendations of this report are assessed as not giving rise to any equality issues for the Authority and are considered compatible with the provisions of the European Convention on Human Rights, the Human Rights Act 1998, and the Race Relations (Amendment) Act 2000.

13 **Conclusions**

- 13.1 The Authority has a duty to ensure that robust health and safety policies and procedures are in place in the Service and that these are underpinned by a supportive culture throughout the whole organisation.
- 13.2 It is also important that both the Service and the Authority are confident that existing health and safety arrangements in the Service are sufficiently comprehensive and robust so as to withstand external scrutiny or challenge.

- 13.3 Responsibility for effective health and safety falls both to the Authority and the Service and therefore it is considered appropriate that an annual report, and the ability to question the service directly over Health and Safety issues form part of the process of satisfying Members over the efficiency and effectiveness of Health and Safety arrangements in the service.
- 13.4 It is considered that the general Health and Safety arrangements in place in Hampshire Fire and Rescue are generally efficient and effective but that we should continue to seek improvement as Health and Safety is a dynamic area, subject to frequent legislative and regulatory change. The continued success with the RoSPA award is seen as a good indicator of our general performance levels and HFRS will continue to build upon this.
- 13.5 All of the above comments should of course be considered in the light of the ongoing Shirley Towers investigations and the potential implications for the service. Because of the timing of this report and the timeframes for the investigation reports it has not been possible to incorporate any outcomes. This will of course have significant impact on HFRS and will need to be addressed once outcomes and causes are known.

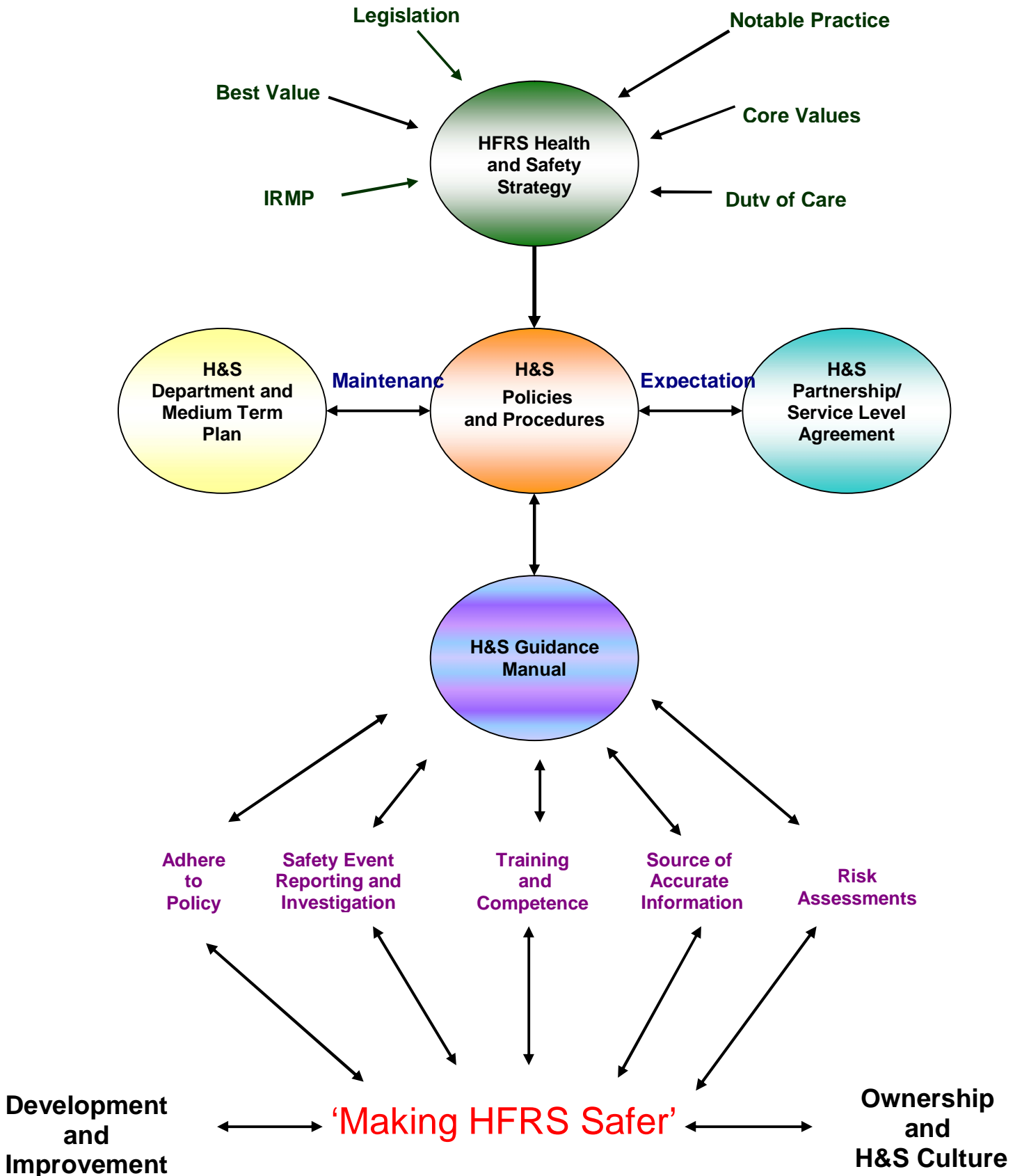
Background information (Section 100D of Local Government Act 1972)

The following documents disclose the facts or matters on which this report, or an important part of it, is based and has been relied upon to a material extent in the preparation of the report:

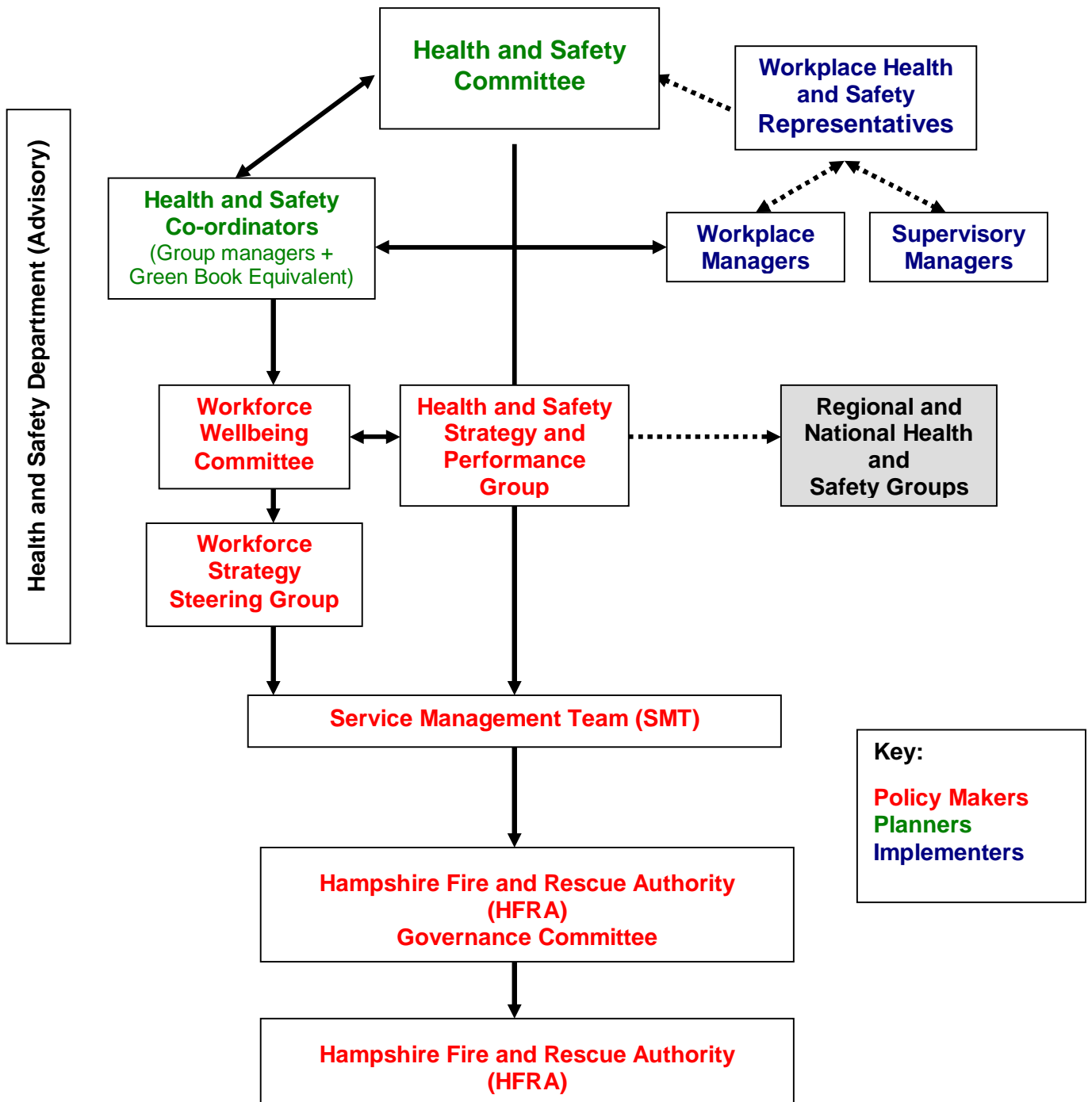
- HSE Final Inspection Report 2009
- HFRS Health and Safety Statistics

Note: The list excludes: (1) published works; and (2) documents that disclose exempt or confidential information defined in the Act.

Health and Safety Schematic



Health and Safety Meetings structure



Summary of all Safety Events for the period 2009/2010

Appendix C

| All HFRS Personnel (Total 1850) | | | | | |
|---|------------------|------------------|------------------|------------------|------------------|
| Classification | 2004-2005 | 2006-2007 | 2007-2008 | 2008-2009 | 2009-2010 |
| No injury/near miss | 23 | 19 | 31 | 28 | 33 |
| Work time lost injuries | 64 | 42 | 135 | 42 | 35 |
| Days lost through injuries | 611 | 452 | 309 | 413 | 295 |
| No work time lost injuries | 95 | 32 | 81 | 79 | 56 |
| Occupational illness | 0 | 1 | 0 | 0 | 2 |
| Number of Reportable safety events (RIDDOR) | 28 | 31 | 25 | 38 | 20 |
| Total No Safety Events | 159 | 74 | 216 | 121 | 93 |

Summary of all Safety Events by quarter for the period 2009/2010

| All HFRS Personnel | Previous Year 2008 to 2009 | 1st Quarter 2009 (Apr-Jun) | 2nd Quarter 2009 (Jul- Sept) | 3rd Quarter 2009 (Oct-Dec) | 4th Quarter 2010 (Jan-Mar) | Annual Total 2009/10 |
|---|---|---|---|---|---|-------------------------------------|
| No injury/Near Miss & Dangerous Occurrences | 28 | 11 | 8 | 6 | 8 | 33 |
| Work time lost injuries | 42 | 9 | 10 | 7 | 9 | 35 |
| Days Lost through injuries | 413 | 82 | 61 | 72 | 80 | 295 |
| No work time lost injuries | 79 | 15 | 10 | 9 | 22 | 56 |
| Occupational Illness | 0 | 1 | 0 | 1 | 0 | 2 |
| Number of Reportable safety events (RIDDOR) | 38 | 5 | 2 | 5 | 8 | 20 |
| Total | 121 | 25 | 20 | 17 | 31 | 93 |

Top 3 Trends

| Activity when Safety event Occurred | | Type of Safety event | |
|---|----|--------------------------------|----|
| Training | 40 | Slips/Trips /Falls on level | 27 |
| Operations | 31 | Lifting Carrying | 14 |
| General Duties | 31 | Falls from Height/Use of equip | 8 |
| Nature of Injury | | Part of Body | |
| Strains/Sprains/Twists | 35 | Hand | 14 |
| Bruising | 18 | Head | 11 |
| Fracture Chipped Bones | 10 | Back | 10 |
| Location where Safety event Occurred | | | |
| Drill training area | 34 | | |
| Workplace work area | 23 | | |
| At Scene of Operations Fire | 17 | | |

Hampshire Fire and Rescue Service
Health and Safety Executive Inspection
Summary of Recommendations and progress made 2009/2010

Appendix D

| Item | Recommendation | Action |
|-------------|--|---|
| R1 | The Health and Safety Policy and Service Order on risk assessment should be updated to reflect current arrangements and provide an overview of the various procedures for risk assessment. | Completed |
| R2 | The terms of reference of the three main health and safety committees should be reviewed and communicated to the staff involved and employee representatives. | Completed |
| R3 | The Service should review the training requirements for the use of specialist appliances by RDS fire fighters to ensure adequate training is provided to maintain competencies in these areas. | Target for completion April 2011 |
| R4 | The Service should ensure that their BA refresher training provides a standard at least equivalent to that recommended in Fire and Rescue Service Circulars 18/2009 and 17/70. | Target for completion April 2012 |
| R5 | The Service should monitor closely the use of the 'rapid deployment' BA start up procedure | Target for completion Sep 2010 |
| R6 | The plan to reassess competence of 'Accredited Instructors' should be progressed according to a clear timescale. | Target April 2010 Initial actions complete further developments of the QA process are ongoing. |
| R7 | The plan to introduce Instructor portfolios should be progressed according to a clear timescale. | Target for completion April 2011 |
| R8 | The provision of CFB training should be reviewed to ensure effective use is made of available training places. | Target for completion April 2012 |
| R9 | There should be a mechanism for central corporate overview of all the risk assessment procedures. The revision of Policy documents in Recommendation 1 should assist in this process. | Completed |

| Item | Recommendation | Action |
|------|--|---|
| R10 | The Project to revise the Dynamic Risk Assessment should link in with national work currently being undertaken in this area. Terminology used should reflect that in the Fire and Rescue Manual on Incident Command. | Completed |
| R11 | A Health and Safety Plan should be produced to prioritise the work of the Health and Safety Department and others involved in projects to improve standards of health and safety. | Completed Planned Service launch Oct 2010 |
| R12 | The Improvement Action Plan in relation to risk information should be progressed according to clear detailed timescales and procedures included for evaluation of the measures introduced. | Targets 1 – 5 completed March 2010 Targets 6 and 7 to be completed by Oct 2010 Target 8 by March 2012 Target 9 by March 2018 |
| R13 | The planned introduction of the new quality assurance system for Workplace Assessments should be progressed according to clear timescales. | Target April 2010 Action Complete with further development ongoing to refine and fully integrate the QA frame work . |
| R14 | The Incident Audit form and associated guidance should be revised to meet to stated objectives of the Incident Audit Service Order. | Completed |
| R15 | There should be greater analysis and discussion of safety event trends. | Completed |
| R16 | Greater use should be made of lower level debriefs, particularly in relation to early stages of incidents which may take place before the arrival of Audit Officers. | Target for completion - Oct 2010 |

RoSPA Gold Award

How the Awards are judged

Awards are made as a result of professional, administrative adjudication under supervision of an independent, expert Adjudication Panel, which is a subcommittee of the RoSPA National Occupational Safety and Health Committee (NOSHC). Decisions about whether or not to make an award in a particular industry sector are based on whether the suggested winner has reached a standard that would be clearly recognised as 'excellent' by sector peers.

Judging Criteria

In deciding the Achievement Award level merited RoSPA take account of a range of performance indicators. These include measures of occupational health and safety management '**input**' such as the level of development of systems and culture; measures of health and safety management '**output**' such as reductions in near misses, notifiable injuries, the number of days lost, accident and ill health costs etc.

Gold Award – Entrants would typically need to provide evidence of:

- Excellent occupational health and safety management systems (E.g. strong audit results – system used and level achieved e.g. OHSAS 18001 or equivalent) and culture (as demonstrated by answers to the Key Performance Questions)
- A rigorous approach to occupational health
- High levels of compliance with control measures (evidence from active monitoring of performance) for principal risks
- Below average and reducing rates of error (e.g. accident and ill health costs)
- No fatal or major injuries due to employer negligence
- No significant enforcement issues (notices/prosecutions).