



Burnley
.gov.uk

Environmental Health & Licensing Section

Health and Safety Intervention Plan

Reviewed 2019/2020

Contents

| Page | |
|--------------|--|
| 3 | Introduction |
| 4 | Our commitment to Improving Health and Safety Outcomes |
| 5-6 | Service Aims & Objectives |
| 7 | Delivery of Priorities |
| 8 | Profile of the Local Authority |
| 9 | Organisation Structure |
| 10 | Scope of the Health and Safety Service |
| 11-15 | Service Delivery Output 2018/19 |
| 16-17 | Table 1 – 2018/19 workplan review |
| 18 | Table 2 - Workplan 2019/20 |

Introduction

The Health & Safety Intervention Plan has been produced to outline the health and safety regulation duties undertaken by Burnley Borough Council's health and safety team. Health and safety regulation is split between local authority (LA) regulators and the Health and Safety Executive (HSE), the businesses we regulate as the LA are mostly in the service sector and include offices, shops, restaurants, care homes, hotels, tyre and exhaust fitters and warehouses. The HSE regulate health & safety in factories, hospitals, council run premises, schools, colleges, construction and agricultural premises.

The approach to health and safety regulation changed significantly in 2013, following the recommendations in "Reclaiming health & safety for all: an independent review of health & safety legislation" by Professor Ragnar Löfstedt in 2011 and as an outcome of the Red Tape Challenge on health and safety. The changes resulted in the [National Local Authority Enforcement Code for Health and Safety Enforcement](#), which is designed to ensure that LA health and safety regulators take a more consistent and proportionate approach to their regulatory interventions. It sets out the Government expectations of a risk based approach to targeting. Whilst the primary responsibility for managing health and safety risks lies with the businesses who create the risk, LA health and safety regulators have an important role in ensuring the effective and proportionate management of risks, supporting business, protecting their communities and contributing to the wider public health agenda.

This Code sets out what is meant by 'adequate arrangements for enforcement' and replaces the existing S18 Standard, it concentrates on the following four objectives:

- a) Clarifying the roles and responsibilities of business, regulators and professional bodies to ensure a shared understanding on the management of risk;
- b) Outlining the risk-based regulatory approach that LAs should adopt with reference to the Regulator's Compliance Code, 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;
- c) Setting out the need for the training and competence of LA H&S regulators linked to the authorisation and use of HSWA powers; and
- d) Explaining the arrangements for collection and publication of LA data and peer review to give an assurance on meeting the requirements Of the Code.

Our commitment to Improving Health and Safety Outcomes

Burnley Council's 10 year vision for the Borough (*Burnley Council's Strategic Plan 2017/18-2019/20*)

The Council wants to make the borough a place of choice. It will be a place where businesses want to invest, because of its skilled workforce and its competitive, modern economy. It will be a place where people want to live because of its clean and safe neighbourhoods, its reputation as a centre of educational excellence, and its beautiful parks and wild countryside.

Our values:

One Burnley –Leading the Way

One Council –Working Together

One Team –Ambitious for Burnley

Burnley Borough Council has a range of corporate objectives covering the four themes, “People”, “Places”, “Prosperity” and “Performance”.

People: Creating flourishing, healthy and confident communities

Places: Making the Borough a place of choice

Prosperity: Promoting transformational economic change for Burnley

Performance: Ensuring a continuous focus on improvement in all aspects of the Council's performance.

Service Aims and Objectives

To this end Environment Health and Licensing Service's overall aim is to:

"Ensure that Burnley is a safe and healthy place of choice to live work and enjoy leisure time. We act on the front line directly providing services that affect people's daily lives. We provide protection to users of taxis, customers of food businesses, employees in offices, shops and warehouses and help to those suffering the effects of noise nuisance. We police premises which pollute the atmosphere and monitor a whole range of activities that make the Borough a healthier place to be"

This intervention plan details how the Health and Safety Team intend to meet these objectives.

The aim of the health and safety service is to *protect the health, safety and welfare of employees in the borough and to safeguard others, principally the public, who may be exposed to risks from work activity.*

The Health and Safety service is a core Statutory function, within the Environmental Health & Licensing service, as such the aim is to set priorities within our health & safety intervention programme that contribute to the health, safety and welfare of those exposed to work activities, The intervention plan aims to meet all of the requirements of the mandatory guidance issued under Section 18 of the Health and safety At Work etc Act 1974 that requires each local authority to make adequate arrangements for the enforcement of health and safety legislation.

Officers working for Burnley Borough Council delivering the health and safety service were seconded to the strategic partner, Liberata from January 2016. The Council will work with Liberata to deliver the Council's health and safety service from January 2016. A detailed contract for delivery has been developed to ensure an effective contractual relationship, continuity of service delivery, risk management and the maintenance of high quality services

Progress on all key areas of service unit activity will be fed into a balanced scorecard and reported to Members throughout the year. The key performance indicator relating to environmental health compliance services for 2018/19 is;

EHLPI 1: % of Programmed EH&L compliance inspections and interventions delivered in line with statutory targets.

The specific Key Performance Indicators measured for health and safety regulation are;

- Number of inspections of higher risk activities due on workplan undertaken (identified within HSE national code)
- Due Cat A (as per s18 risk rating) rated Inspections undertaken
- Non-inspection 'face to face' intervention due on workplan undertaken
- Non-inspection 'other contact' intervention due on workplan undertaken (information distributed, including information sent with food S/A)

Delivery of Priorities

Our delivery priorities will be achieved by;

- A proactive intervention programme which prioritises high risk or poor performing businesses over low risk businesses
- Investigating workplace accidents in line with the service's accident investigation policy
- Responding to service requests in line with the service's expected standards
- Delivery of identified local priorities and HSE national priorities where appropriate
- Delivery and participation in interventions that aim to reduce health inequalities as they relate to delivery in the workplace
- Partnership working – work with other Council Departments, Environmental Health Lancashire, Environment Agency, Police, fire Officers, HMRC, joint work with Health and Safety Executive, and with Public Health England and other organisations to meet local and national targets or initiatives
- Ensure enforcement decisions are consistent with our Enforcement Policy, the HSC's Enforcement Policy Statement and the Enforcement Management Model. (ensures proportionate, consistent, transparent and accountable enforcement - part of the Better Regulation agenda)
- Train and develop our staff to ensure competence. (encourages staff retention/recruitment and ensures credibility with local business)

Profile of the Local Authority

Burnley has a population of around 87,000 and an area of 42.7 square miles. It is 21 miles north of Manchester and 20 miles east of Preston, at the confluence of the River Calder and River Brun, with the Leeds-Liverpool canal running through the Borough. Neighbouring local authorities are Lancashire's Hyndburn, Ribbles Valley, Pendle, Rossendale; and Calderdale in West Yorkshire.

During the Industrial Revolution Burnley became one of Lancashire's most prominent mill towns; at its peak it was one of the world's largest producers of cotton cloth. Burnley has strong economic links with the cities of Manchester and Leeds, as well as neighbouring towns along the M65 corridor. This is helped by excellent road and rail links including the recent reopening of the direct train line to Manchester.

In 2013, in recognition of its success, Burnley received an Enterprising Britain award from the UK Government, for being the "Most Enterprising Area in the UK".

Other accolades include Burnley being named as one of the UK's leading Tech Towns in a recent report by Tech Nation which identified Burnley as one of the top 16 towns in the UK for the growth of its digital sector. Burnley was positioned 2nd in the UK for digital jobs growth in 2018. Burnley continues to buck national trends with private sector jobs growth figures consistently ranking in the UK's top ten (Burnley 9.7%, Lancashire 3.0%, North West 5.9%, UK 5.9% ONS BRES). The town was also named the friendliest place in the UK by the Financial Times

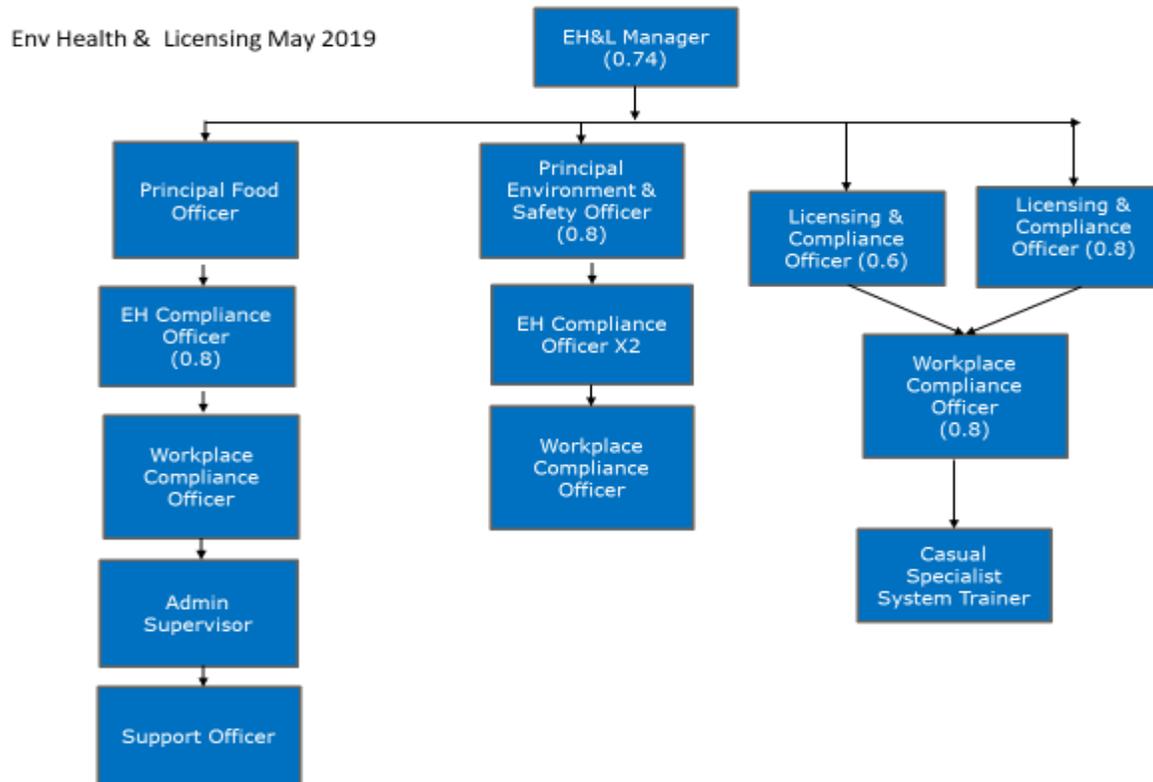
Burnley Council is divided into 15 wards served by 45 councillors. The Council is based on a Cabinet structure with 5 Portfolios, a Leader and 4 Executive portfolio holders; there are 4 committees including 1 scrutiny committee. The Food Safety Team sits within the Resources Portfolio.

The Key Corporate objectives, governance arrangements, and decision making timetables are outlined in 4 key corporate documents:

- The Council's Constitution & Scheme of Delegation
- Strategic Plan 2017/18 to 2019/2020
- Forward Plan of key Decisions and Private Meetings
- Burnley's Community Strategy

Organisational Structure

Health and Safety Law Enforcement responsibilities are mainly discharged by the health and safety team with a range of support functions provided by a small compliment of support staff, which also provides support for officers throughout the Environmental Health & Licensing service unit. The unit covers a number of functions which include; health and safety regulation, food safety regulation, licensing, and environmental protection. Officers in the Food Safety team also undertake some health and safety work, particularly in regard to 'Matters of Evident Concern' observed during food safety inspections. FTE refers to number of full time equivalents working on Health and Safety.



Scope of the Health and Safety Service

The Health and Safety Team is responsible for providing the following services;

- The programmed and reactive inspection of business premises.
- Advice to new and existing business premises
- Other visits including advice and complaints investigation.
- The investigation of reported accidents
- Licensing of skin piercing premises
- Maintain a register of cooling towers
- Enforcement action in accordance with the Enforcement Policy.
- Workplace health promotional activities.
- Enforcement of Smokefree Legislation
- Advice in relation to events through Events Safety Group

Service Delivery

LAC 67-2 (Revision 8) Title: Setting Local Authority Priorities and Targeting Interventions

This Local Authority Circular which was revised in 2019, provides LAs with guidance and tools for setting their health and safety priorities and targeting their interventions to enable them to meet the requirements of the Code. The LAC states that;

'In delivering their priorities LAs should ensure their planned regulatory activity is focussed on outcomes. The Code provides flexibility for LAs to address local priorities alongside the national priorities set by HSE.

LAs should construct their work plan to deliver specific outcomes. The plan is likely to consist of work to deliver those national priorities set by HSE, work to deliver local priorities and be accompanied by an inspection programme that meets the requirements of the Code'

Annex A of the LAC Outlines a summary of national planning priorities 2019 - 2020

Not all national priorities have a proactive inspection component NOTE: These priorities fit within the wider GB Health and Safety strategy, 'Helping Great Britain Work Well', first published on 29th February 2016.

This wider strategy sets out the six themes for the whole of the GB health and safety system. LA workplace health and safety regulators are a key part of that system, and are expected to play their role in:

- Encouraging and recognising improvements, being increasingly joined up to deliver improved outcomes and minimise unnecessary burdens on businesses;
- Continuing to promote the risk-based, goal-setting regulatory regime that has served health and safety in Great Britain so well;
- Working with partners in the system to make workplaces safer and healthier, providing a level playing field for responsible employers with regulators and coregulators, by advising, promoting, and where necessary, enforcing good standards of risk control;
- Using proportionate, risk-based regulation to support better outcomes, innovation and the safe use of new technologies;
- Developing services and products that contribute to improved management and control of risks, sharing our knowledge, and;
- Continuing the dialogue and conversation with stakeholders to make the system better, always looking to provide simple, pragmatic advice and support

**Service delivery
Interventions 2018/2019**

| Intervention Type | Number of interventions/ visits | |
|--|--------------------------------------|-----------------------------------|
| | Targeted Using National Intelligence | Targeted using Local intelligence |
| Proactive Inspection | 4 | 1 |
| Other Visits/face to face contacts | 0 | 0 |
| Other Contact/ Interventions | 404 | 0 |
| Visit to investigate health & safety related incidents | 2 | |
| Visits to investigate H&S complaints | 10 | |
| Visits following requests for H&S service from businesses | 6 | |
| Revisits following earlier intervention | 6 | |

Service Delivery

Enforcement

All enforcement action will be taken by authorised and competent officers and in accordance with the Health and Safety Enforcement Policy. The following actions may be taken following an inspection or investigation;

| Enforcement Action | Description | Number issued 2018/19 |
|-----------------------------|--|-----------------------|
| Improvement Notice | Legal Notice requiring works to be completed within a minimum of 21 days | 5 |
| Prohibition Notice | Legal Notice prohibiting an activity being carried out where there is a serious risk of injury | 1 |
| Deferred Prohibition Notice | As above but with a time delay allowing certain actions to be taken before the Notice comes into force | 0 |
| Simple Caution | May be offered in certain circumstances instead of prosecution | 0 |
| Prosecution | Where the health and safety offences are dealt with at Court | 0 |

| | | | | | |
|---|---|--------------------------------------|---|---|-----|
| Liaison with Other Organisations | <p>Formal and informal relationships exist with the following organisations;</p> <ul style="list-style-type: none"> • Health and Safety Executive (HSE) • Environmental Health Lancashire Health and Safety Officers Group • Environmental Health Lancashire Chief Environmental Health Officers • Public Health England • Ofsted • Lancashire County Council - Safeguarding • Lancashire Fire Service • Lancashire Police Service • Burnley Council Regeneration & Planning Policy • Better Regulation Delivery Office (BRDO) • United Utilities • HMRC • GENGA Partner organisations | | | | |
| Staff Allocation | <p>Staff resources devoted to health and safety enforcement work as at March 2017</p> <table border="1" data-bbox="580 884 1218 1074"> <tr> <td>No of HSWA Warranted Officers</td> </tr> <tr> <td>5</td> </tr> <tr> <td>Full Time Equivalent of warranted officers time spent on HSWA activity</td> </tr> <tr> <td>1.7</td> </tr> </table> | No of HSWA Warranted Officers | 5 | Full Time Equivalent of warranted officers time spent on HSWA activity | 1.7 |
| No of HSWA Warranted Officers | | | | | |
| 5 | | | | | |
| Full Time Equivalent of warranted officers time spent on HSWA activity | | | | | |
| 1.7 | | | | | |

| | |
|--|--|
| <p>Staff Development and Competency</p> | <p>The service is committed to the continuing development of individual members of the team. The Council operate under the Investors in People Standards. Staff competency and training needs are assessed as part of the Corporate Performance and Development Reviews which are annually – any training or development needs that are identified at the review are fed into an annual training plan which links to the budget planning process.</p> <p>In line with revised Section 18 Standard our procedures will be reviewed to include the use of the HSE’s Regulators Development Needs Assessment Tool (RDNA)</p> |
| <p>The Regulators Code</p> | <p>The Regulators’ Code came into statutory effect on 6 April 2014 under the Legislative and Regulatory Reform Act 2006, replacing the Regulators’ Compliance Code. It provides a clear, flexible and principles-based framework for how regulators should engage with those they regulate.</p> <p>Nearly all non-economic regulators, including local authorities and fire and rescue authorities, must have regard to it when developing policies and procedures that guide their regulatory activities.</p> <p>We are currently reviewing all our policies to ensure they comply with the Regulators Code</p> |

Table 1

Health and Safety Workplan What we did last year 2018/19

| | Interventions | Outcomes |
|--------------------------------------|---|---|
| Accident/Major Investigations | <p>Two of the significant investigations in 2018 and 2019 and several less serious accidents/ incidents. The more serious cases investigated were;</p> <p>Case one Sunbeds incident – We received a complaint that a local sunbed shop had allowed an underage person (17yrs) to use the sunbed and the parents complained that the child had received burns from the sunbed as the UV was too strong</p> <p>Case two Warehouse safety - Officers investigated a complaint about a warehouse where employees were being lifted on the forks of fork lift trucks to access racking and lighting was poor</p> | <p>An investigation was carried out and statements taken from the alleged complainant. Interviews were also carried out with the business owner and the manager. Officers also contacted Lancashire trading standards department in relation to the UV compliance of the sunbeds. The sunbeds were tested by Trading Standards Officers the Sunbeds were found to be non-compliant and notices served. The investigation into health and safety breaches is still ongoing.</p> <p>An investigation was carried out and a number of areas were found to require improvement within the warehouse. Notices were served and the company undertook all the work required. Following this staff commented to officers that they were grateful that officers had intervened as this had significantly improved working conditions for them and had been the catalyst for a positive change in the H&S culture within the company.</p> |

| | | |
|---|---|---|
| | | |
| Health and Safety inspections | Following local and national intelligence a number of inspections were carried out on carwashes and warehouses | . |
| Complaints/ Requests for Service | The health and safety team received 163 complaints and requests for service last year. Joint working with police, fire & housing and other internal and external partners | The service received complaints and requests for service on a wide variety subjects including skin piercing, complaints from employees about safety, consultations on temporary events. We continue to regularly participate in the work of the GENGA network set up to ensure that various regulators and enforcement agencies are able to share information on serious crime. |
| Other | Other service demands | Due to staffing shortages because of long term sickness large amount of H&S officer time was diverted to cover other areas within the team which has a high number of reactive complaints. This meant there was less time allotted to proactive work on H&S |

