

Health and Safety Executive Board		HSE/10/62	
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Update on waste management and recycling programme of work

Purpose of the paper

1. This paper provides a summary update on the current 4 year programme of work with the waste management and recycling industry (2009/13). The HSE Board is invited to note the breadth of activity being undertaken, often in partnership with stakeholders; progress in the first year; the future work outlined in the paper, and the Manufacturing Sector's current assessment of risks to delivery.

Argument

Progress and delivery in 2009/10

2. Influencing local authorities was an important feature of the work programme in 2009/10 and involved drafting new guidance for local authorities in their role as clients when procuring and managing waste services. The web-based guidance went live in January 2010 with 14 associated case studies. There were 8 launch events across England, Scotland and Wales, supported by key partners such as Environmental Services Association (ESA), Local Government Employers Organisation (LGA/LGE) (as well as Welsh and Scottish equivalents) and individual local authorities and contractors. Over 800 delegates attended the events, mostly from local authorities, with 85% stating the events and guidance met most if not all their needs.
3. There has been steady progress with FOD lead inspector interventions over the course of the year. The 10 companies subject to this approach are: Biffa Waste Services Limited, May Guerne plc, Serco Ltd, Shanks Waste Management, Veolia Environmental Services (UK) plc, Verdant Group plc, Sita Holdings UK Ltd, Viridor Waste Ltd, European Metal Recycling Ltd and Enterprise Ltd. By the year end, agreed intervention plans were in place for six of the ten companies and under discussion in another two. Progress with the remaining two has been unavoidably delayed due to inspector moves.
4. FOD targeted inspection of 'hotspots' during 2009/10 focussed on skip hire activities and commercial collections in pedestrianised areas. Preliminary analysis shows poor standards associated with workplace transport at skip hire premises, which led to formal enforcement action being taken. There were two waste-related SHADs in 2009/10 – a skip hire event in London, and a metal recycling event in the North East.
5. A number of research reports were published during the year including: RR701 from Bomel (on the health and safety performance of the industry); RR750 from HSL (on sickness absence data), and RR786 from HSL (on

bioaerosol emissions from waste composting - which introduced the concept of risk zones for potential bioaerosol exposures).

6. Revamped waste and recycling web pages were launched on the HSE website during April 2009. The Sector exhibited at Futuresource at Excel, London Docklands 9-11 June 2009. This provided a good opportunity to engage with and influence a good mix of local authority and contractors. The stand majored on health and safety in street collections – historically the single largest cause of fatalities - and drew attention to the need for route risk assessments (following the launch of guidance in April 2009).
7. Key stakeholders have been actively engaged directly and through the industry-chaired Waste Industry Health and Safety (WISH) forum. It's Charter and strategic objectives have five key objectives which are being taken forward through Working Groups. The objectives deal with reducing accident numbers (see Annex 1), reducing working days lost (sickness absence), improved health and safety management, safety culture and competence. All WISH member organisations have signed the charter and many (e.g. AfOR, BRMA, CIWM, CRN UK, ESA, LARAC, LGE/A and WAMITAB) have also drawn up delivery action plans. Annex 2 provides a flavour of key stakeholder activity over the last year.
8. The following good practice guidance has been produced in conjunction with the WISH forum during the last year: WASTE 23 "Safe waste and recycling collection services"; WASTE 12 "Storing hazardous waste at household waste and recycling centres"; WASTE 13 "Designing and operating material recycling facilities (MRFs) safely" and WASTE 25 "People in commercial waste containers" was also drafted and has since been published in June 2010 (with a linked safety alert).

Key work to be delivered in 2010/11

9. A three year phased inspection by FOD teams of local authorities as clients and managers of waste and recycling services will commence in October 2010. The National lead Inspector interventions and arrangements will continue through 2010/11, with emphasis given to those still to agree plans. The two hotspots for 2010/11 are workplace transport in skip hire operations, and balers and compactors.
10. A number of FOD waste SHADs have been proposed for 2010/11 covering skip hire and scrap metal activities. AfOR are also planning to run a composting SHAD with Sector support in September 2010 at a site carrying out a number of biowaste activities (open air windrow composting, in-vessel composting and waste wood shredding and screening).
11. The Sector will continue to stimulate industry via direct stakeholder engagement and through the work of the WISH forum and working groups. For example, development of climate tool specifically for waste and recycling SMEs via Working Group 4.
12. The Sector is keen to widen direct stakeholder engagement process to other WISH members, such as the third/community sector networks (e.g. CRN UK) in 2010/11. It also proposes to carry out a mapping exercise of industry stakeholders with a view to identifying those not actively engaged through the

WISH forum representative membership and look to engage those through other mechanisms. The aim being to provide trade bodies with tools and support to help them stimulate their own members to deliver on HSE strategy and WISH strategic objectives.

13. Ongoing and new research projects for the year include: review of fortnightly collections/transfer stations and bioaerosols; review of effectiveness of vehicle cabs and bioaerosols, and exposure and health investigation call off project to support the Sector in disseminating health and safety data to the waste management and recycling industry.
14. The WISH Objective 2 working group will be used as a “shadow” steering committee for HSL research project on “Data acquisition and statistical analysis of sickness absence data for the UK waste and recycling industry”, which aims to acquire, scope and provide analysis of the level, type and cause of occupational ill health in public sector waste/recycling activities over the next three years. The keys to success will be in encouraging uptake of the metrics developed last year, and in stimulating industry involvement with pilot to develop the data acquisition tool.
15. A number of publications are expected in 2010/11. These include WASTE series good practice guidance on safe interventions at waste and recycling machinery and practical guidance on hand sorting (totting). They also include research reports on the evaluation of the risk comparator tool and the occupational exposure of landfill workers and contractors to vinyl chloride monomer and hydrogen sulphide.
16. A broad communication strategy for 2010/11 has been developed building on the Andrew Irvine Association research report completed in 2009/10. Final determination of exact output and phasing will be dependent upon level of communications funding made available (see risks to delivery below). Core to current proposals is the development, in partnership with industry, a suite of briefings/tool box talks on key themes, which will be made freely available for managers/supervisors to deliver to operatives. The Sector has also proposed development of webpages to enable sharing by the industry.
17. The Sector will exhibit at the Recycling and Waste Management Exhibition in Birmingham NEC in September 2010. The theme will be Local Authority Clients Leading the Way which will reinforce key messages from the Influencing Local Authority project.

Risks to delivery

18. A programme risk register has been drawn up which identifies relevant risks to HSE at a corporate level [see TRIM: 2010/131076]. Critically, although there are no high risk items identified for HSE at corporate level, three work streams have been identified as potential risks at a more operational level.
19. Adequate FOD resourcing will be critical for delivery of local authorities, national lead inspector and hotspots interventions, but it is inevitable that there will be competing demands for FOD time. To mitigate this risk FOD resource is being bid for through established methods (and in prioritised order), and FOD is represented by two SCS members on the Programme Board.

20. The current financial climate will inevitably have an effect on research and communications activities in particular. Fortunately there are no immediate concerns in respect of research activities. In relation to the communications budget, the Sector and communications team have radically trimmed back the activity and budget – aiming to maintain a proportionate ‘presence’ in the industry by identifying low cost/high return items. We have produced a matrix which identifies three different tiers of activity, each of which could be delivered on different scales (depending on the funding ultimately made available).

Other issues to note

21. 2009/10 saw a dramatic improvement in number of fatalities compared to previous years. Provisional operational data¹ indicates that there were seven fatalities in 2009/10 compared with 16, 16 and 19 in each of the preceding three years respectively. Although this potential decrease in overall numbers is welcome it should be noted that there have been six fatalities already in 2010/11 (provisional operational data). The Sector proposes to work with press office to issue a press release highlighting this unwelcomed increase and give a “call to action” for the industry to self-review and be extra vigilant.
22. HSE is moving to a new industry coding, SIC 2007 which will draw together many of the disparate areas covered by waste and recycling. This should make it easier to prepare statistics but will also introduce a number of discontinuities. The changes will affect both injury and employment estimates. It will probably take a year or two before any discontinuities become fully clear making it potentially more difficult to track trends in the meantime.
23. The Sector is aware that the WISH forum is lacking Scottish representation in respect of local authorities in particular. To remedy this it proposes to work with FOD Scotland to explore potential COSLA involvement with the forum (or viable alternatives).
24. The Sector recognises a need to increase our work with the Emerging Energy Technologies (EET) programme and external bodies to establish and publicise appropriate control standards - particularly with regard to the proliferation of various types of biomass plants (energy from waste).

Presentation

25. Waste management and recycling is one of the priority industries recognised by HSE Board, and it figures prominently in HSE’s business plan for 2010/11. The programme has been visibly supported by the HSE Board and senior management team during the past year, and its importance has also been reflected in the actions of key stakeholders. For instance, Sir Steve Bullock, as Chair of LGA/E, specifically mentioned the body’s commitment to WISH at the launch of the new HSE Strategy in June 2009.
26. Excellent industry relationships continue to be developed through the WISH forum.

¹ Not official HSE statistics
Board1 (01.10)

Difficult/sensitive issues

27. None

Action

28. There has been considerable success with the current work programme in its first year, and there are no particular issues requiring intervention by the Board. The Board is invited to note the breadth of activity being undertaken; the progress made to date; the future work proposed and the Sector's assessment of current risks to delivery.

Paper clearance

29. Consultation has taken place through the Waste Management and Recycling Programme Board which is chaired by OPSTD and includes representatives from FOD, CDS and CSAG. This paper was cleared by the SMT on 7 July 2010.

Annex 1: Industry health and safety performance

1. The RIDDOR 'all injury' rates shown in Table 1 is derived by HSE CSAG from a baseline year of 2001/02. This shows a peak level in 2003/04. The level rose by 32% from the start of the graph until this point, and fell by 20% in the period to 2008/09(p).

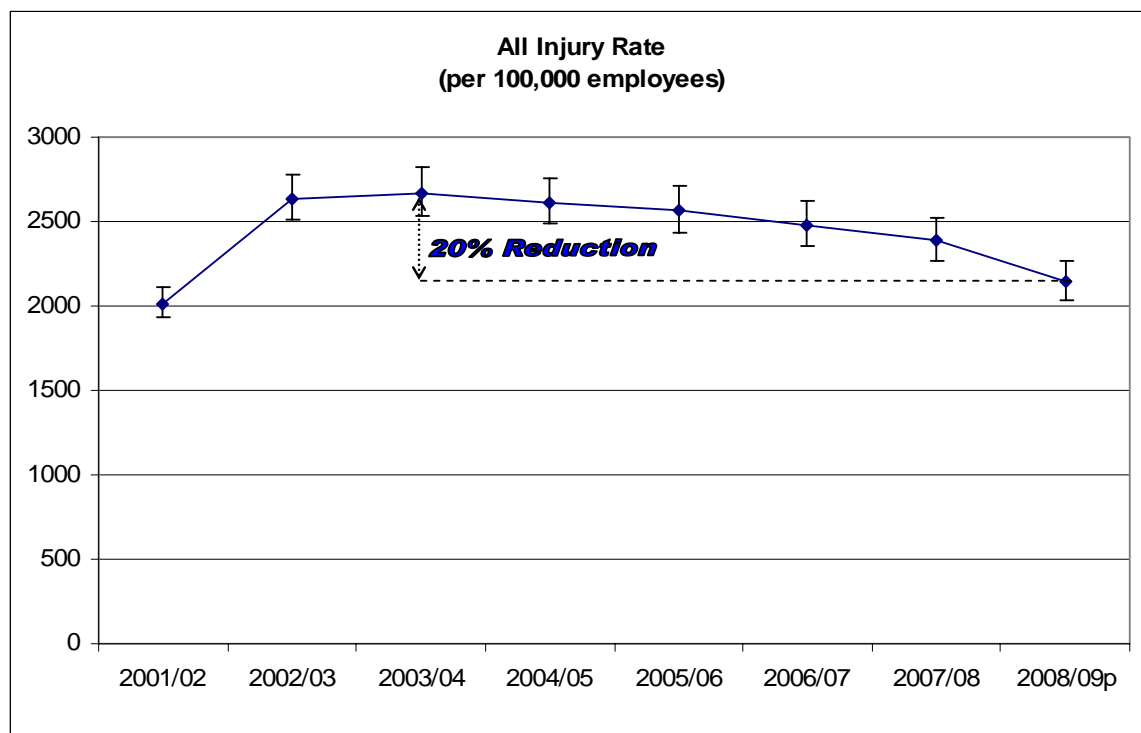


Table 1

2. The WISH Charter launched in January 2009 set a 10% year on year improvement target for RIDDOR 'all injuries' to workers, starting from the year 2009 up to the end of 2013 (i.e. five calendar years), as measured against the 2005/06 figures found in BOMEL 2 report as its baseline². Table 2 shows the equivalent target (shown in broken line) based on HSE CSAG derived RIDDOR data for employees³, based on five fiscal years from 2009/10 to 2013/14 which is arguably more appropriate to use. Although the first year's data since the target was set (i.e. 2009/10p) will not be available until October 2010, the reporting framework is shown in Table 2. It is clear from data already available that the baseline figure set is above actual recent industry performance, and this will be reported back to WISH for future resolution.

² WISH charter uses as a baseline the accident incidence rate for 2005/6 of 2525 RIDDORS per 100,000 workers / year. This is derived from the research report RR701 "Update to mapping health and safety standards in the UK waste industry prepared by BOMEL Limited. Reducing the rate by 10% year on year to the end of 2013 will produce at accident rate of 1493 RIDDORS per 100,000 workers / year.

³ CSAG derived equivalent RIDDOR data for fiscal years shows a baseline incidence rate for 2005/6 as 2566.7 RIDDORS per 100,000 employees / year. Reducing the rate by 10% year on year to 2013/14 will produce an accident rate of 1515.6 RIDDORS per 100,000 employees / year.

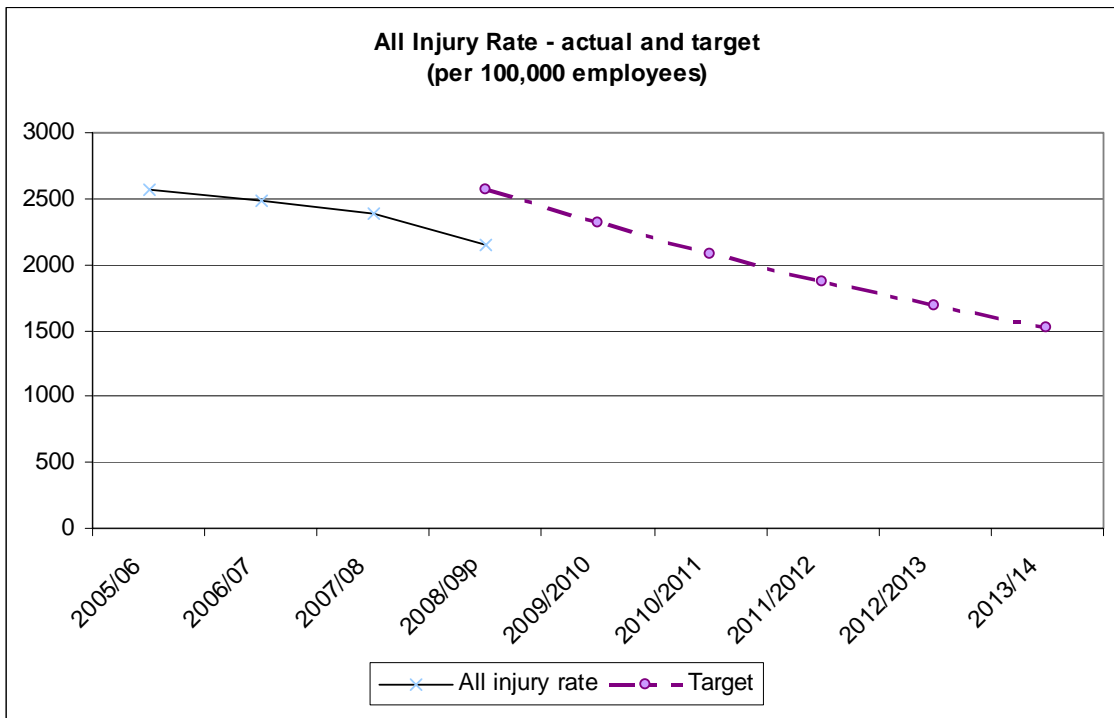


Table 2

3. Table 3 shows the most recent position for fatal accidents⁴. The in-year provisional operational data for 2010/11 is less promising, however, and is described in paragraph [21] of the main paper.

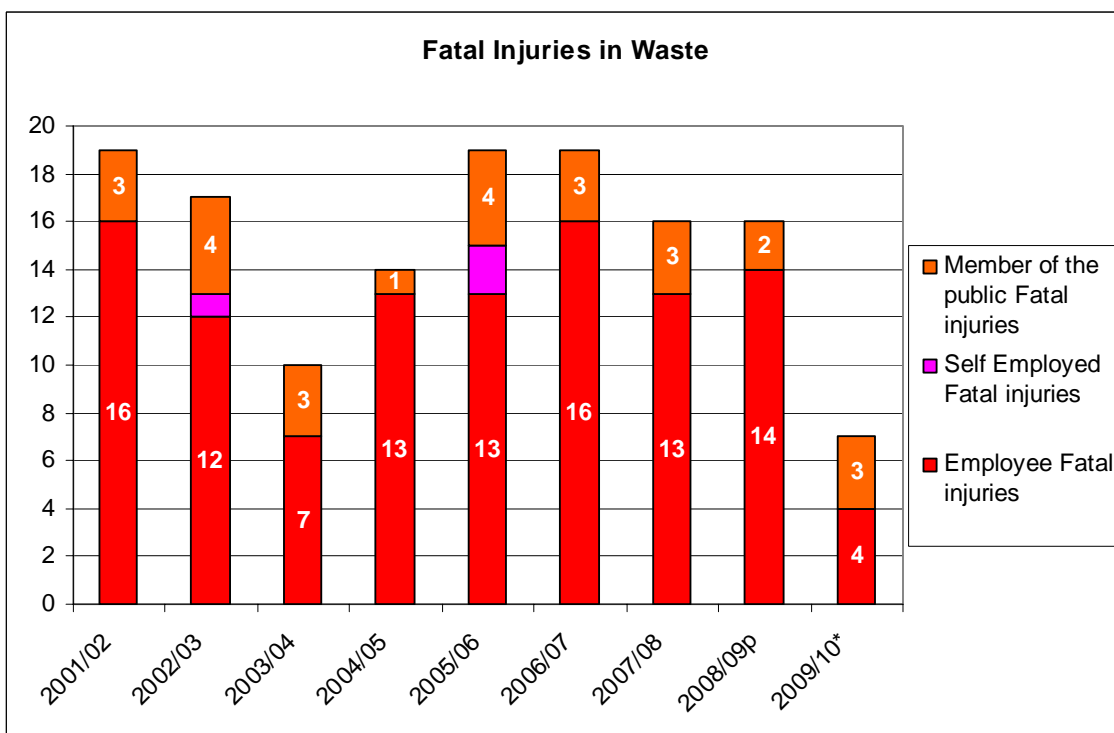


Table 3

4. Despite the recent reductions shown in Tables 1 – 3 above, the industry’s performance is still poor – as shown in HSE’s most recently published statistics

⁴ Fatal figure for 2009/10* is based on operational data and not HSE official statistics
Board1 (01.10)

for 2008/09. The 'all injury' rate is over 4 times the national average, and the fatality rate is 9 times the national average.

Annex 2: Examples of stakeholder activity during 2010/11

1. The following examples are intended to demonstrate the range and breadth of proactive activity and initiatives delivered by key industry stakeholders during the last year:
 - Formation of health and safety working groups specifically to develop and take forward action plans arising as a result of signing up to the WISH charter (e.g. AfOR and CIWM).
 - Updating relevant health and safety guidance material for members and making it more widely available via web sites/electronically (e.g. AfOR and BMRA).
 - Introducing health and safety sections into websites (e.g. AfOR and CIWM).
 - Reviewing health and safety provision and competence of membership (e.g. AfOR, BMRA, ESA, LGA/E).
 - Health and safety pledge launched on 3 December 2009. Linked to it is a wider reform of membership criteria, including a compulsory scheme with possible disciplinary action for members that do not meet the pledge (BMRA).
 - Mock court trial event developed and delivered on 27 January 2010, Hinkley, Northampton (CIWM).
 - H&S included as a compulsory element of CPD and H&S questions now included as part of the professional interview (CIWM).
 - Mapping local authorities engaged in waste and recycling and local authority networking groups active in health and safety and waste and recycling(LGE/A).
 - Online community of practice set up to assist those with an interest in health and safety in the LA operated waste and recycling sector (LGE/A).

AfOR – Association for Organics Recycling

BMRA – British Metals Recycling Association

CIWM – Chartered Institute of Wastes Management

CRN UK – Community Recycling Networks UK

ESA – Environmental Services Association

LARAC – Local Authority Recycling Advisory Committee

LGE/A – Local Government Employers/Association

WAMITAB – Waste Management Industry Training and Advisory Board