



## Litter picking and working on grass verges and roadsides



‘Streetscene’ Seminar

Aston Villa FC - 27 Feb 2015

**Alan Plom APSE Associate Trainer**



## Current safety issues for LAs (& contractors) working roadside

- Relevant incidents, prosecutions, fines and notices
- Scope = verge maintenance, grass & hedge cutting, slopes, litter picking, roadkill, etc;
- Risks and hazards (mitigation and management) =
  - Planning/risk assessment
  - signage & warnings
  - PPE & other precautions
  - training & competence - of operators + supervisors
- Sources of advice, guidance & training



# Maintaining verges, paths, hedges & highways





## Working under extreme conditions



- Poor visibility
- Bad weather
- Snow & ice
- Fog
- Dark,
- Steep ground
- Obstacles – road signs, barriers, vegetation



## Hazards include:

- Collision with passing vehicles = serious or fatal injuries.
- Slips, trips and falls (STF) – from minor cuts/bruising to severe muscle or skeletal injuries BUT can lead to collisions.
- (Severe) weather conditions - impact on personal safety and the safety of others (incl. STF, driving).
- Manual handling – musculo-skeletal injuries/'MSD's'.
- Violence or aggression (by animals, or their owners!).
- *Don't forget health issues* - Infections/diseases, eg through contact with sharps, animals, plants, etc.



## Manchester case (1)



- Manchester CC fined £15k + ~£4k costs on 24/9/14
- 60-year-old litter picker crossing busy 40mph speed limit road, struck by car 9/7/13.
- Serious injuries, not worked since, in 'unbelievable pain'.
- Lucky still alive - 4 broken ribs, punctured lung, cut to liver, fractured right eye socket, fractures to face and broken pelvis – walks with stick + double vision.
- HSE found: MCC had not identified being struck by a car as a risk associated with litter picking work, so no signs or safe system of work in place.
- Staff had not been given information about controlling or informing traffic about them working on or near the road.



## Manchester case (2)

- HSE issued Improvement Notice on MCC to review risk assessment and control procedures [*litter pickers maintain ~1,000 miles of roads*].
- MCC implemented further controls including:
  - updating health and safety training [*employees claimed ‘never seen’ 2012 risk assessment*]
  - providing more signs
  - new monitoring and review process.
- HSE guidance on improving safety for workers in or near live traffic can be found at:  
<http://www.hse.gov.uk/roadsafety/>



## Manchester case (3) Chapter 8 Pt2

### S15 'General':

- Crossing the carriageway on foot – “This is a hazardous activity. It should be planned so that the location provides adequate sight lines and a place of safety at both sides of the carriageway”.
- Car was ~2x speed limit - driver convicted of dangerous driving.
- Further HSE guidance: “*Crossing high-speed roads on foot during temporary traffic management works*”.

[Construction Information Sheet 53]





## Veolia Case (2007)

- 20yr old agency worker killed in Kent 2/3/07.
- Picking litter on grass verge of A228 - caged vehicle alongside to collect the litter struck by HGV.
- HSE: “work activity was not safe or properly planned” & “other road users also put at risk”.
- Veolia fined £225k + >£95K costs in Aug 2010.



## Badger kills lorry driver



- A lorry driver died after police slowed traffic to remove a dead badger from the A34 in Oxfordshire (Feb 2014).
- Incident at approx 3am.
- HGV collided with another lorry.
- 3 of 4 lanes closed for 9 hours while police investigated and wreckage cleared



# Waste24

## “Safe highway cleansing”



- Awaiting ‘Best practice’ guidance note
- Aimed at those responsible for design, specification, operation, management and monitoring ‘cleansing’ operations on the highway.
- Reflects Chapter 8/Red Book advice on safe systems of work, including use of temporary TMS.
- BUT LAs concerned: eg varying standards, **want** to clarify scope + provide reas prac solutions/scenarios
- Revised draft was due ~Dec 2014.  
**Comments being collated, now end of March.....**

**Traffic Management when Working on the Highway**  
Managing the risks associated with litter picking, road sweeping and other associated activities.



**Contents:**

Introduction	2
Legal framework	2
Identifying the risks	4
Definitions/terminology	5
Training	6
Personal protective equipment	9
Vehicles	10
Signs	11
Monitoring/inspection/view	11
Information, instruction and training	12
Worker consultation and engagement	12
Reporting accidents and dangerous occurrences	13
References and further reading	15
Further information	15
Appendix 1: Check list	16

**Safe waste and recycling collection services**

**Introduction**

1. This good practice guidance was produced jointly by the Waste Industry Safety and Health Forum (WISH) and the Health and Safety Executive (HSE) and is published by HSE.
2. The guidance is aimed at clients in control of contracts. Those who specify contracts, and employers who operate the services, it will also help managers and supervisory design and operate collection services so that acceptable levels of safety are achieved and maintained.
3. The advice is primarily intended for household collection services, but the principles can be applied to all waste and recycling collection services.
4. It has been produced to help dutyholders identify hazards and ensure that suitable risk management is practised. Similar hazards are found throughout collection services, including assessments and control measures to be made at a generic level. However, a number of hazards will be specific to individual locations and environments. These need to be identified, assessed, controlled and communicated on a case-by-case basis.
5. Operating a vehicle-based collection service has the potential to expose collection crews, other road users and pedestrians to a range of hazards. The guidance considers the hazards that may be encountered during the vehicle operation and gives advice on a range of measures that can be taken to control the risks generated by those hazards, and mitigate those risks that may be outside the operator's control.
6. Collection services operate in environments and circumstances that are diverse and can change rapidly. Taking proactive risks is not appropriate or effective given the range of circumstances that can occur, but by identifying hazards and assessing risks it is possible to introduce control measures that will significantly reduce the risk of injury.
7. Assessing the risks of collection services, and identifying risk control measures to use that systems of work for drivers and collection crews, reducing the need for them to take decisions on the move and enabling supervisors and managers to monitor those systems.
8. The Health and Safety Executive has drawn up 'Principles of suitable risk management', which can be used to help ensure that dutyholders concentrate on what risks they want to go on and how to manage them. Dutyholders should also give consideration to other regulatory requirements.



## Waste 24 – Latest position LA comments/concerns

- APSE Waste, Refuse Collection and Street Cleansing Advisory Group + responses to LA's Q (= variable standards used).
- John Horton (S'oton CC) presentation on review of draft by CASH [Hants LAs & contractors) 'Litter Safety WG'.
- DoT wrote to CE's of all Highways Authorities (2/7/14):  
*"Red Book mandatory after 1<sup>st</sup> October 2014"*.
- Red Book (pg6): *"failure to comply a **criminal** offence and may lead to **criminal** prosecution"*.
- HSE view? Sets standards for compliance, BUT
- Waste 24 cannot cover every scenario and LAs must base decisions on risk assessment
- [*"Sensible Management of h&s"*]



## Waste 24

### *'Tackling the compliance deficit' (JH)*

- LAs recognise compliance may not be universal + changes to working practices may be required
- Key issues:
  - Knowledge & awareness
  - Tools & equipment
  - Risk assessments
  - Budgets & resources!
- Joint work among (CASH) members to develop new Risk Assessments and Method Statements
- Comments from LAs being coordinated and collated by LAWS and CASH – to be with WISH by end of March.
- Substantial revision likely!



*Back to basics...*

Protecting the public & workers

## Basic principles of Traffic Management:

*“Will someone coming along the road or footway from any direction understand exactly what is happening and what is expected of them?”*

- New Roads and Street Works Act (NRSWA).
- ‘Safety at Street Works and Road Works – A CODE OF PRACTICE (most up to date revision Oct 2013)



## 'Clean Highways' campaign Public expectations vs legal duties?

- Peter Silverman's website [on BBC1 Nov 2014] – challenges Highways Agency and LAs/Contractors re 'need for lane closures (traffic management)' in certain areas, eg slip roads.
- Claims confusion - who cleans roundabouts at motorway junctions & where roundabout verge stops and slip road verge begins + LAs 'unaware of responsibility to clean these.
- Claims verges at bottom of slip roads can be safely litter picked "during rush hour when the traffic speeds are low".
- Also hard shoulders without lane closures (eg using blocking vehicle, coning, or other measures to protect pickers)
- Also set up: "***Safe roadside litter picking***" website – includes useful relevant guidance (eg DfTr IAN 115/08).
- ***Q: Do the statistics support this?***



## Injuries in Local Authorities

HSE analysis of LA RIDDOR reports (2008/09)

	<u>Employee</u>	<u>Public</u>	<u>All Injuries</u>
GB LA's	9344*(68%)	4342 (32%)	13,693

'Top Three' causes of injury:

1. Slips, trips & falls
2. Handling / sprains
3. Hit by moving vehicle or object /'Other'

***NB. 25 deaths/227 serious injuries to 'road workers' in 10 yrs (2001-10) + 8 more workers killed in last 3 years while maintaining England's road network (+ many injured). [Not known how many in Scotland or were LA staff/contractors.]***





# Highways Agency's Litter-pickers road injuries (2006-13)

- PQ's: In 2010 Tom Watson MP asked for details of deaths and injuries of Highways Agency staff while litter picking + in Dec 2013 Robert Ffello MP asked for same information for the last 3 years + Q for 'HA's contractors':

<u>Year</u>	<u>Injured</u>	<u>Nature of Injury</u>	<u>Cause of Injury</u>
2008	1	Bruising to chest	Hit by moving vehicle on site
2009	1	Whiplash	Collision between IPV & vehicle
2010	1	Whiplash	Collision between IPV & vehicle
2011	1	n/k	n/k
2013	1 [+1 death?]	n/k	n/k



## Fly-tipping



- Fly-tipping incidents dealt with by LAs in England jumped by 20% in 2013/14 to 852,000 – many roadside!
- Contents (Hazards) not known.....



# Roadkill

## Roadside hazards



- HA est 40,000 collisions with deer/yr  
[= 9-19 fatalities + >400 serious injuries to drivers/yr]
- “Dynamic” risk assessments –ie at “point of work”?
- ‘Take a chance’? eg use van to protect gang - or use mobile signs or full ‘Temp Roadworks procedure (signs, cones)?





## Remember the 5 Steps of Risk Assessment

1. Identify the hazards
2. Decide who might be harmed and how
3. Evaluate the risks and decide what needs doing
4. Record your findings
5. Review your assessment



## Risk Assessment

Some examples will be described / discussed but hopefully you all agree roadside activities are potentially *'high risk'*, ie:

<b>HIGH RISK</b>	<b>High risk injuries are likely to consist of: (eg) loss of consciousness, broken limbs, loss of a limb, loss of sight, burns, exposure to dangerous substances. Hospital treatment, long time absence from work, disability or fatality,</b>
------------------	--



eg Risk Assessment:

Working near roads, footpaths, public areas

- All staff trained to appropriate level.
- PPE must be worn as per guidelines/site rules
- At least one certificated colleague on site on public roads.
- Banksman used to maintain pedestrian/traffic control
- Barriers and signage to prevent access into working area by other persons (working on site or public)
- When parked on the highway or highway verge suitable traffic control in line with NRSWA / Chapter 8 - before starting work.
- REMEMBER - Failure to complete adequate traffic management can result in criminal prosecution and road traffic fines to the individual driver.



## Additional precautions

to protect the public and road users when working near roads, footpaths, public areas

- Plan work to reduce effect on people and the environment,
- eg scheduling work near schools (road classification?)
- Barriers and signage to prevent access into working area by other persons working on site or members of the public
- Banksman used during movement of vehicles
- Traffic Management Plans prepared [*and used!*], ie stop-go boards, traffic lights, parking suspensions, full or partial road closures, re-routing pedestrian foot paths. [*'Traffic Marshall'*]
- *Effective* communication - between team colleagues
- Observational checks.



## Coordinate road work?

- ‘Red Zones’? [eg. long grass & vegetation pose risk to litter pickers.]
- Eg Kent CC: “As part of high speed road programme working with District Councils to coordinate cleansing and litter picking with our routine grass cutting and other essential maintenance”.
- Recent response by Kent CC: “All high speed dual carriageways = 2x/yr maintenance works involving lane closures & try to incorporate all maintenance activities including District Council cleaning teams (responsible for the street sweeping on the highway).”





## Managing contractors Could this happen to you?

- Gateshead Council fined £40k + ~£6k costs (July 2014) – failed to ensure contractor competent to fell large tree (25m poplar) in Jan 2012
- Tree on steep slope, fell
- Contractor's penalty = 15
- Worker knocked unconscious by tree or train + fractured arm
- R/A dubious/unsafe system
- Damage to train?
- ~£100k !!! [+ £7k delays, etc]





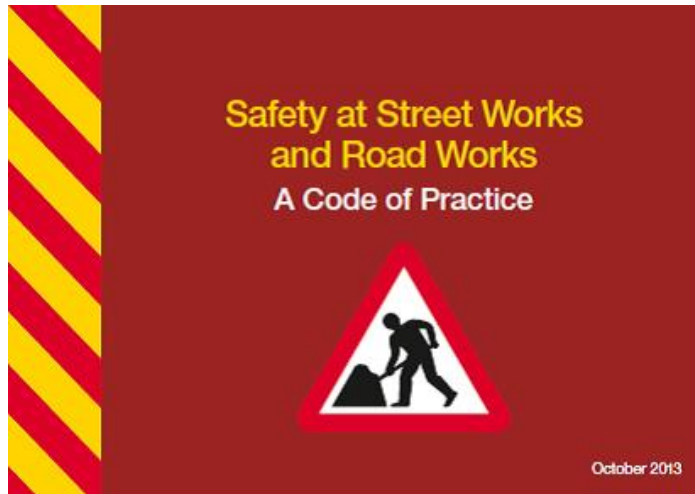
# Protecting workers in the road





# Code of Practice

## Safety at Street Works and Road Works



- Revised Code came into force 1 October 2014
- CoP/Chapter 8: Traffic Management (Signing, Lighting and Guarding) – site R/A, typical layouts, signs, equipment and working methods (for roads <50mph)
- Specified/designed by a ‘competent (ie trained) person’  
*[ie ‘Traffic Management Marshall’]*



## Ch 8 'Traffic Signs Manual' Pt2 - Operations

- “Although the potential consequences of an accident on heavily-trafficked high-speed roads are more severe, the risks involved in working on lower category routes shall not be ignored.”
- Commonly such roads will not meet current sight distance or other design standards and in many cases the available carriageway width will be limited.
- As temporary traffic management on high-speed roads is a hazardous activity, the selection of the actual method of work shall be made by a competent person and shall reflect the risks and site-specific circumstances of the planned work



# National Highways Sector Scheme 18

National standards for management of 'strategic' road network:

- + vegetation and ecology
- + maintaining a safe environment for the road users.

Contractors registered (with BALI) for:

- New landscape works and maintenance
- Treework and vegetation management
- Environmental management
- Litter

NHSS18 includes worker protection, ppe, & 'Chapter 8' + 'Red Book' (rev Oct14)

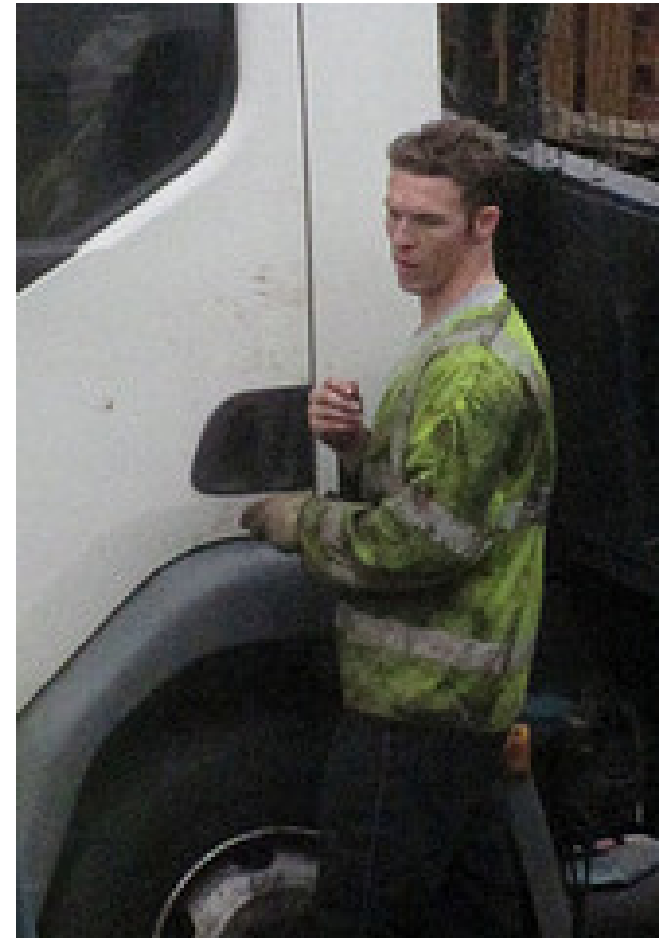
<http://www.ukas.com>





## PPE – Hi-vis clothing

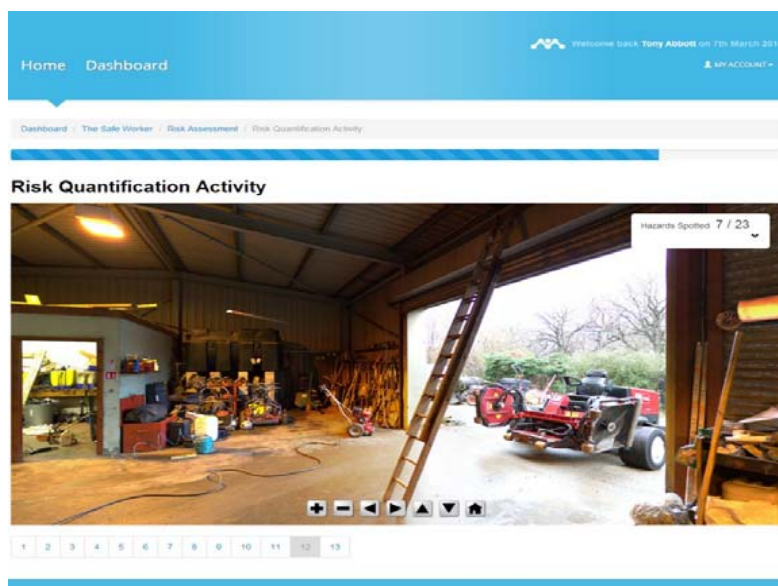
- Suitability
- EN 471 Class 3, or 2?
- Maintenance
- Worn? (All the time?)





# Training

eg 'Toolbox Talks' + new communication and training methods:  
360-degree on-line training tools or for 'situational awareness'?



nb. HSE's Public Services Sector has worked with the IOSH PS Industry Group to produce generic web-based guidance for LAs on procurement, etc, available on IOSH website at: [www.iosh.co.uk](http://www.iosh.co.uk)



# What we are all trying to avoid



What next for you?

- Review risk assessments?
- Share 'Good Practice'?
- Guidance?
- Training?

Any Questions?