

CARNIVAL – Health and Safety

Abigail Cheverst 2008 ©

LEGISLATION:

Health and Safety law is geared toward 'Health and Safety at Work' i.e. conditions in the workplace. The Health and Safety Executive have made it explicit that arranging and running an event counts as a work activity and the indoor or outdoor event space counts as a workplace.

Under Health and Safety law the organiser has duties towards employees and other people whom the event may impact. This would include the visiting general public, volunteers, contractors, the employees of other organisations, stallholders, performers etc.

There is no specific health and safety legislation covering Carnival. However, the following two pieces of key health and safety law will be applicable:

The Health and Safety at Work Act 1974 (HSWA).

The cornerstone of GB health and safety provision. Every employer shall ensure, as far as is reasonably practicable, the Health, Safety and Welfare of employees at work and others who may be impacted by the work activity. A variety of Health and Safety Regulations are made under the HSWA.

The Management of Health and Safety at Work Regulations 1999 as amended 2003 (MHSWR).

By far the most important Regulation made under the HSWA. The MHSWR Regulations embody the principle of risk assessment as an overarching duty and essential safety management tool for any circumstance. They also emphasise information, instruction and training as an essential tool in the safety management process, the requirement for Emergency plans to be in place and the requirement for employers to appoint one or more competent persons to assist with Health and Safety in the workplace.

Other Health and Safety Regulations have a more specific remit and area of application and may or may not be applicable. The organiser will need to make an assessment, based on the specifics of their event, to determine what Legislation applies.

The Provision and Use of Work Equipment Regulations 1998 as amended 2002 - place duties on employers and the self-employed to ensure the provision of safe and suitable work equipment and to ensure its safe use.

The Workplace (Health, Safety and Welfare) Regulations 1992 as amended 2002 - concerned with the provision of welfare and other facilities in the workplace.

The Control of Substances Hazardous to Health Regulations 2002 as amended 2003 - place duties on employers and the self-employed to assess the risks caused by and to prevent or control any exposure to hazardous substances in the workplace.

The Electricity at Work Regulations 1989 - place duties on employers and the self-employed with relation to the safe use of and procedures for working with electricity in the workplace.

The Regulatory Reform (Fire Safety) Order 2005 - places duties on employers and other persons with control of workplaces with relation to fire precautions in the workplace.

The Noise at Work Regulations 2005.

These Regulations place duties on employers and the self-employed with relation to safe procedures to be followed with regard to noise levels in the workplace.

The Manual Handling Operations Regulations 1992 as amended 2002 - place duties with relation to safe procedures to be followed with regard to manual handling in the workplace.

The Health and Safety (First Aid) Regulations 1981 as amended 2002 - place duties with relation to first aid provision at places of work.

The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995 - cover the reporting of certain injuries, diseases and dangerous occurrences to the appropriate authorities.

The Personal Protective Equipment at Work Regulations 1992 as amended 2002 - covers the provision and use of personal protective equipment (PPE).

The Gas Appliances (Safety Regulations) 1995 - cover certification, attestation and examinations by notified bodies with respect to the safety requirements of gas appliances.

Lifting Operations and Lifting Equipment Regulations 1998 as amended 2002 - cover the Health and Safety requirements for lifting equipment (work equipment for lifting or lowering loads) in the workplace.

Health and Safety (Safety Signs and Signals) Regulations 1996 - cover the approved form of various safety signs and signals.

Health and Safety (Consultation with Employees) Regulations 1996 - cover duty of employers to consult with employees.

Work at Height Regulations 2005 - place duties with relation to work at height (over 2m.)

Apart from Statutes and Statutory Instruments another important source of law in Great Britain is termed **Common law**. The duty of care is an important common law concept. At its most basic level the duty of care holds that individuals must take reasonable care to avoid acts or omissions which, with reasonable foresight, could be expected to cause injury to the individuals 'neighbour(s)'

HELP IN INTERPRETING LEGISLATION AND UNDERSTANDING YOUR OBLIGATIONS UNDER THE LAW:

The secret of successful Health and Safety management lies in the mind set and thought processes involved. Whilst understanding of and compliance with relevant standards is vital, equally valuable is the cultivation of the right way of thinking, of being able to assess risks and devise solutions as appropriate. The required mindset of the successful Health and Safety practitioner is closely linked to common sense, responsibility and rational thinking. These are skills which anyone can learn.

Copies of Health and Safety Legislation are available very cheaply from:

The Stationary Office.

<http://www.tso.co.uk>

+44 (0)870 600 5522

[TSO Orders](#)

[PO Box 29](#)

[Norwich](#)

[NR3 1GN](#)

For help in interpreting the Legislation, the **Health and Safety Executive (HSE)** produce various series of documents which cover a wide range of safety issues and are offered at varying levels of complexity. Simpler introductory information is usually available free of charge.

Approved Codes of Practice (ACoPs) provide guidance on how to comply with a piece of Legislation. An ACoP is not a legal document and failure to comply with its provisions is not an offence. However, in a prosecution, such a failure may be used as evidence of failure to comply with the provisions of the Legislation concerned and in such a case it will be up to the defendant to satisfy the court that he has complied with the provisions of the Legislation in some other way.

HSE Guidance documents (including HSE Codes of Practice which do not have the same status as ACoPs) are advisory documents with no legal force. Following HSE guidance is not compulsory, however, such guidance may be referred to as an example of recognised good practice. If you do follow HSE guidance you will normally be doing enough to comply with the law.

The Health and Safety Executive (HSE) has produced an excellent guide to Health, Safety and Welfare at music and similar events entitled '**The Event Safety Guide**'. Due to its original bright purple cover the book is often referred to as '**The Purple Guide**.'

HSE publications can be obtained from:

The Health and Safety Executive.

HSE books

PO Box 1999

Sudbury

Suffolk

CO10 6FS

01787 881 165

<http://www.hse.gov.uk>

(Publications can be ordered online.)

<http://www.hsebooks.com/Books/>

The Health and Safety Executive also operate a **telephone help line** which can be a useful first point of call for any problems with regard to Health and Safety. The number is 0845 345 0055.

Other **non HSE Guidance material** can also be useful:

Abigail Cheverst has written a guide to '**Health and Safety at Outdoor Community Events**' which can be purchased from Voluntary Arts Network:

Voluntary Arts England

PO Box 1056

Newcastle upon Tyne

NE99 1UE

E: Info@vaengland.org.uk

T: 0191 230 4464

[http://www.voluntaryarts.org/cgi-](http://www.voluntaryarts.org/cgi-bin/)

[bin/website.cgi?tier1=network&tier2=publications&tier3=other%20van%20pubs&fp=true](http://www.voluntaryarts.org/cgi-bin/website.cgi?tier1=network&tier2=publications&tier3=other%20van%20pubs&fp=true)

www.voluntaryarts.org Click on 'Publications' link and then 'Other Van Pubs'

The Management of Health and Safety at Work Regulations 1999 (Regulation Seven) requires that every employer shall appoint one or more **competent persons** to assist with compliance with Statutory provisions.

The Approved Code of Practice and Guidance for The Management of Health and Safety at Work Regulations 1999 gives a definition of what is meant by the 'competent person': Competency does not necessarily depend on the possession of professional qualifications. Simple situations may require only an understanding of current best practice, although this should be supplemented with an awareness of ones own limitations and a willingness to obtain external help if required. More complex or technical situations will require a higher level of knowledge and experience such as may be found in a qualified professional.

Employers are solely responsible for ensuring the competency of those they appoint to assist them in Health and Safety matters and that such persons are given adequate information and support. Employers must have access to competent help unless they are competent to undertake the required measures without assistance.

Depending on the nature of the undertaking the **enforcing body** for Health and Safety Legislation will either be the HSE or the Local Authority. For leisure events the Local Authority Environmental Health Office (EHO) is usually the enforcing body. If it is the Local Authority is delivering the event responsibility for enforcement will rest with the HSE. Local fire authorities are the enforcing body for fire Legislation.

RISK ASSESSMENT:

The MHSWR impose the general and overreaching duty on every employer and self employed person to make a suitable and sufficient assessment of any risks to the Health and Safety of employees at work and other persons who are not employees but who may be impacted by the work activity. Various other Regulations made under the Health and Safety at Work Act 1974 impose the duty to undertake specific risk assessments.

The aim of a risk assessment is to compute the kind and severity of risks involved in a particular situation and to identify measures that may be taken to remove each risk or to reduce it to an acceptable level.

A column based approach can work best. See separate example.

The MHSWR outlines a hierarchy of principles for the application of **preventative or protective (control) measures** identified during the process of Risk Assessment:

- Avoid the risk.
- Evaluate the risks that cannot be avoided.
- Combat the risks at source.
- Adapt the work to the individual.
- Make technical adaptations as appropriate.
- Replace dangerous work with non-dangerous or less dangerous work.
- Develop a prevention policy.
- Give priority to collective prevention measures.
- Provide instruction as appropriate.

Control measures must be monitored and the assessment process subject to regular review.

You must conduct a risk assessment for any situation which involves a possible risk to the Health and Safety of event workers or the general public.

Other Health and Safety Regulations impose a duty to conduct specific risk assessments which may be applicable to the event:

- The Regulatory Reform (Fire Safety) Order 2005
- The Noise at Work Regulations 2005
- Manual Handling Operations Regulations 1992 as amended 2002
- The Health and Safety (First Aid) Regulations 1981 as amended 2002
- The Personal Protective Equipment at Work Regulations 1992 as amended 2002
- The Control of Substances Hazardous to Health Regulations 2002 as amended 2003

SAFETY MANAGEMENT TEMPLATE:

- **Set your safety standards** (e.g. Legislation / HSE / Statutory and Emergency services / risk assessment)
- **Record your safety standards** (e.g. Health and Safety Plan / Ops manual)
- **Implement your safety standards** (e.g. detailed arrangements / by who, by when)
- **Monitor your safety standards** (e.g. check lists / inspections / supervision)
- **Review your safety standards** (e.g. reports / Log books / Debrief / Complaints or comments)

An effective review is concerned with:

- Near misses
- Were the safety standards sufficient?
- Was the organisation successful in maintaining these standards?

The changes identified as a result of the review will be used to refine the safety standards employed for the next event. It can be seen that the safety management process is cyclic in nature.

KEY ROLES:

Event safety manager / Event safety officer(s)

Will need to have sufficient authority to carry out tasks effectively, make decisions, give orders and close down unsafe areas. Level of competency required depends on specifics / risk factors of event. Professional Health and Safety personnel should be in possession of the **NEBOSH National Diploma in Occupational Safety and Health** or equivalent. Must be given appropriate information, instruction and training in order to carry out role. May be some cross over with roles of site manager / area coordinators etc.

HEALTH AND SAFETY CONSULTATIVE FRAMEWORK:

- The Exploratory Planning Meeting.
- Organisation specific planning meetings.
- Health and Safety planning meetings.
- The Integrated Emergency Planning meeting.
- Framework for the delivery of the event Health and Safety Plan.
- Internal Health and Safety / Planning Meetings

At its most basic level the content of the **Health and Safety Plan** should comprise:

- A description of the safety standards to be followed by all parties throughout the delivery of the event.
- A description of how these standards will be implemented and monitored.

The Health and Safety Plan may be incorporated into the operations manual as both are inextricably linked.

Possible chapter headings include:

- Area and event details (including site maps and risk assessments for all major areas / groups of participants / particular and generic risks etc.)
- Staffing details (including event and non event personnel)
- Activities with risk to Health and Safety
- Emergency procedures
- Welfare
- Documentation with relevance to Health and Safety

KEY FACTORS FOR A SAFE EVENT:

Site planning:

You should aim to place features / procession routes carefully in order to avoid potential areas of public overcrowding or bottlenecks developing. Where are the queues? Where are people and vehicles wanting to be moving to and from? What about loading / unloading? Emergency access? Consult fully with Statutory and Emergency services.

If placing structures, sufficient gaps should be allowed to prevent the spread of fire. Where stalls are in a row, three metre breaks should be imposed at regular intervals. A six-metre gap should be imposed between all significant structures.

Think about:

- Existing terrain, buildings, pathways, natural features and hazards.

- Vehicle movement.
- Crowd movement / control.
- Public access points.
- Control, welfare and first aid facilities. Staff facilities.
- Disabled access.
- Need for directional, information and emergency / warning signage.
- Any relevant preventative and protective measures identified in risk assessments.

Staffing:

Use risk assessment to determine minimum staffing requirements. Think about site, audience profile and numbers, performer profile. Determine and record personnel roles and responsibilities. Think about supervision, communication, need for information, instruction and training, Emergency and contingency situations. Think about radios and radio procedure:

- Follow standard rules of radio procedure
- Hire from reputable company
- Communications should be kept to a minimum and used only where necessary.
- Mobile phone list
- Interrelation or radio networks at event

Site Set Up and clear:

Think about:

- Risk assessment
- Maintaining and monitoring Health and Safety
- Communication and control
- Wet or extreme weather
- Security / storage
- Welfare
- Public safety
- Signage
- Lighting
- Impact on local (transport)infrastructure
- Managing performers and other participants
- Contractor management:
 1. Certification / risk assessments (/ method statements) shown
 2. Site Safety Rules / Contractors set up rules
 3. On site safety meeting / inspection

Phase one take down - actions that can safely take place while the public are still on site, or in areas of the site to which the public do not have access.

Phase two take down - actions that should not take place until the public have left the site.

Vehicle Movement:

- Vehicle Movement plan
- Risk assessment
- Emergency Access routes.
- Loading and unloading procedures
- Procedures for vehicles moving in restricted and public areas
- Parking / storage of participant/ contractor vehicles

Control of Noise:

The Noise at Work Regulations 2005 set out two action value levels relating to noise exposure and specify what actions should be taken if sound levels reach these thresholds. They also determine an exposure limit value which should not be exceeded.

The lower exposure action values are:

A daily or weekly personal noise exposure of 80 dB (A-weighted)

A peak sound pressure of 135 dB (C-weighted)

The upper exposure action values are:

A daily or weekly personal noise exposure of 85 dB (A-weighted)

A peak sound pressure of 137 dB (C-weighted)

The exposure limit values are:

A daily or weekly personal noise exposure of 87 dB (A-weighted)

A peak sound pressure of 140 dB (C-weighted)

dB(A) stands for the A weighted decibel scale. If you cannot hear what someone is saying 2m away the sound level is likely to be around 85 dB(A). If you cannot hear what someone is saying 1m away the sound level is likely to be around 90 dB(A).

The following actions should be taken if exposure is likely to exceed the lower action value:

- A noise risk assessment should be produced
- Ear protectors should be provided, at the employees' request
- Adequate information, instruction and training should be provided

In addition, at the second action level, ear protection provided **MUST** be worn by employees

- Noise exposure should be reduced, so far as is reasonably practicable, other than by ear protection, by establishing and implementing a programme of organisational and technical measures. Noise must be eliminated at source where it is reasonably practicable to do so
- Any area in which employees are likely to be exposed to the upper action value or above should be designated as an ear protection zone.

Think about:

- Your duty of care to the public and 'others' who may be impacted by the work activity
- The effects of exposure on vulnerable people
- Vibration
- Any indirect effects of noise exposure e.g. inability to hear warning signals
- Any information provided by manufacturers of work equipment

Strategies to reduce sound levels:

- Monitoring and control
- Managing proximity to source and duration of exposure (e.g. audience location, use of shift working and / or rotating tasks)
- Positioning and type of equipment – quieter alternatives?
- Quiet periods
- Acoustic shielding
- Ear protection (correct attenuation) and ear protection zones

There is no specific Legislation setting the limits for audience exposure to noise. The purple guide recommends:

- A maximum sound level in any part of the audience area of 107 dB(A).
- A maximum sound pressure level in any part of the audience area of 140 dB.
- If the sound level is likely to exceed 96 dB(A) the audience should be warned in advance of the risk to their hearing e.g. on tickets, in the event program or by the use of appropriate signage
- The audience should not be allowed within 3m of any loudspeaker

New guidance is being produced for the music and entertainment industry in July 08. For further information contact Heather Stains at heather.stains@hse.gsi.gov.uk.

Control of Litter:

- Provision of bins / litter pickers?
- Dangerous build up of litter
- Recycling

Car Parking:

The event may have no dedicated car park but liaise re effects on local facilities. Don't forget about participant and contractor car parking.

Crowd management:

Think about:

- Crowd profile and numbers
- Public disorder / Injury to public
- Information / Signage
- Welfare facilities

- Refuge (bad weather)
- Vulnerable persons
- Media provision
- Access / egress
- People / vehicles trying to get about their everyday business
- Fencing / restricted access
- Good planning of route
- Overcrowding and bottlenecks
- Restricted substances / alcohol
- Issues from previous years?

The HSE publication 'Managing crowds safely' is a very useful and informative resource for anyone involved with crowd management at events.

Unauthorised Entry:

Catering:

Think about:

- Requesting appropriate documentation in advance of event (insurances, risk assessments, equipment, hygiene, registration and license docs.)
- Formulating and disseminating relevant event rules
- Inspections / monitoring
- Ensure appropriate licenses in place / liaise with EH

You may also wish to ask for membership of The Mobile and Outdoor Catering Association (MOCA.) A National association that promotes good practice and relevant standards amongst its members. <http://www.moca.org.uk>

Control of Substances Hazardous to the Health:

COSHH assessment and resultant roles and procedures.

Procession:

Largely covered in other sections. Think about:

- Route layout
- Emergency access / loading and deliveries
- Public access to and from buildings
- Vehicle access and movement
- Remember – people who want to get somewhere will find a way!
- Fencing
- Staffing and security
- Crowd management and control – overcrowding, bottlenecks etc.
- Welfare and first aid
- Equipment / accessories
- Managing performers
- Slips, trips and falls
- Vulnerable persons
- Noise

Special events:

Make sure you undertake risk assessment and safety management procedures for any special events or occurrences.

If you are planning to have fireworks or fairground attractions at the event it is vital that you acquire and study relevant HSE information and obtain professional advice as appropriate.

Marquees and Structures:

All tents and marquees should:

- Conform to relevant safety standards
- Be of a construction suitable for their intended use.
- Have a sufficient number of signed fire exits or at least two open sides
- Be designated no smoking
- Contain suitable fire fighting equipment
- Be able to be evacuated in under 2 minutes
- Personnel based in tents and marquees should ensure that no overcrowding occurs and exits are kept clear and unobstructed
- All marquees to be checked after erection and before use

Tents and marquees should be manufactured of an inherently or durably flame retarded fabric conforming to BS 5438 and BS 5651. BS 3120 is a previous standard which continues to be acceptable but only during the normal period for replacement of old stock. BS7157 is a new standard which is also acceptable. Rigid linings used in structures should be no less than a class 1 surface of flame rating as described in BS 476 part 7. For further details or to check up to date standards you can visit the British Standards website at <http://www.bsi-global.com/en/> Alternatively, the Made Up Textiles Association (MUTA) run a scheme of accredited marquee hire companies which meet the association's high quality standards and good practice guidelines. Further details can be found on <http://www.muta.org.uk>.

Fencing:

Think about:

- Which kind of fencing (or warning tape) is suitable for which areas
- Conduct risk assessments as appropriate
- Fencing should be secure, difficult to climb and close mesh if possible
- Gaps underneath fencing should be kept as small as possible
- Fencing feet which point into pedestrian areas should be highlighted with warning tape to prevent tripping hazards
- Fencing must be able to withstand wind load
- Fencing should be supplemented with warning notices as appropriate
- Pay particular attention to issues around the transport, erection and dismantling of fencing (especially Manual Handling)

Electricity:

This is a specialised area and it is recommended that a qualified electrician be recruited to deal with matters relating to the safe provision and use of electricity at the event.

Fire hazards and Precautions:

Think about:

- Preventative and protective measures identified in fire assessment
- Compliance with Regulatory Reform (Fire Safety) Order 2005
- what are the fire risks – either physical risks or activities
- What can be done to prevent fires from occurring
- What can be done to maximise chances of successfully tackling fires
- Emergency procedures
- Non emergency fires
- Evacuation
- Fire exits
- Electrical fires
- Use of fire retardant materials
- Location and type of fire fighting equipment required
- Training provision
- Fire instructions
- Sharing information

Extreme Weather:

Slips, trips and falls:

Think about:

- Slippery or uneven surfaces
- Wet or badly drained surfaces
- Accumulation of waste, debris or other obstructions
- Poorly lit areas
- Leads or cables
- Steps or ramps

Manual handling:

The Manual Handling Operations Regulations 1992 as amended 2002 state that as far as is reasonably practicable an employer should avoid the need for employees to undertake any manual handling operations, which involve a risk of their being injured. Where this is not reasonably practicable employers are required to undertake a manual handling assessment.

Special needs / vulnerable persons:

Think about:

- Risks to vulnerable persons
- Emergency procedures
- Accessibility
- Passing on information
- Disabled persons
- The elderly
- Children
 1. Child protection
 2. Inappropriate behaviour in front of children
 3. Lost or unsupervised children
 4. Availability of alcohol / drugs
 5. Increased risks due to immaturity of behaviour

Accident Reporting Procedure:

EMERGENCY PROCEDURES:

Emergency procedures for the event should be agreed at the Integrated Emergency Planning Meeting in consultation with the emergency services and other key stakeholders.

- General emergency procedures
- Partial or Full Evacuation of Site (underlies other procedures)
- Serious Personal Injury
- Treatment, Rescue and Transport of Large Numbers of Casualties
- Fire
- Bomb Threat
- Collapse of a Structure
- Serious Public Disorder

- What action can legitimately be taken by event staff in response to contingency or emergency situations?
- Procedure for declaring an emergency situation
- Radio protocol
- Emergency code words
- Procedures for initial contact with the emergency services
- Cooperating with the emergency services
- Priority for emergency situations
- Chains of command and responsibility
- Emergency assembly points and procedures
- Emergency routes and exits

WELFARE:

Provision of staff welfare at the event should be provided in line with The Health and Safety (First Aid) Regulations 1981 as amended 2002 and The Workplace (Health, Safety and Welfare) Regulations 1992 as amended 2002. Public and participant welfare at the event is covered by the duty of care, good practice and general health and safety legislation.

- Toilets.
- Rest facilities.
- Catering arrangements.
- Drinking water.
- First aid facilities.

A **First aid** assessment should be carried out to determine first aid provision at the event.

HSE recommendations for **toilet provision** at outdoor events are:

For events with a gate opening time of 6 hours or more:

1 toilet per 100 females.

1 toilet per 500 males plus 1 urinal per 150 males.

For events with a gate opening time of 6 hours or less:

1 toilet per 120 females.

1 toilet per 600 males plus 1 urinal per 175 males.

HSE recommendations for the provision of **free drinking water** at outdoor events is:

1 outlet per 3000 people and 1 outlet per 10 caterers in the same area.

DOCUMENTATION:

- Contracts
- Site Safety Rules - Standard document appended to event contracts, Lists key rules covering safe procedures at the event
- Key Emergency Procedures - no more than one A4 side of paper in length, clear and concise
- Stallholders Conditions of Operation
- Site Safety Coordination Document - records copies of documentation or other proof of competency as requested in event contracts etc.

Documents which may need to be seen include:

- Risk Assessments (for all areas / activities of risk)
- COSHH or other specific assessments required under Regulations
- Public Liability Insurance certificates (should be shown by all whose activities might pose a risk to others)
- Method statements
- Details of safe systems of work employed
- Employers Liability Insurance certificates (if employers)
- Food hygiene certificates
- Licenses or registration documents
- Health and Safety Policy
- Equipment test or inspection certification (including LOLER / PUWER)
- Qualifications or relevant Training certificates
- Membership of professional bodies
- Design and layout plans / specification details / list of materials used
- Evidence of flame retardancy / suitability of materials
- Evidence of compliance with relevant Regulations / British Standards

Specialist advice should be sought regarding fairground equipment or fireworks to be brought on to site.

This document is provided as an aid to understanding. Although it is based on existing health and safety legislation and guidance, it should not be regarded as of legal status or authority. Although every care has been taken in the drawing up of this document, the author can accept no responsibility for, and will not be liable for any loss or damage arising from, the use or content of this document.

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