Control measures are any process, policy, device, practice or other action that acts to minimise negative risk or enhance positive opportunities. It is essential therefore when seeking to minimise the risk posed by any hazard to have a series of sufficient controls.

When examining the existing control measures, consideration should be given to their adequacy, method of implementation and level of effectiveness in minimising risk to the lowest reasonably practicable level.

Some controls are better at minimising risk than others and so assist managers in identifying the most suitable controls to use. The higher up the hierarchy the control is selected the greater potential there is that it will minimise the risk. Consideration should therefore be given as to what level on the hierarchy of control the existing controls are selected from. The hierarchy of control measures are as follows:

A. Elimination
   
   The job is redesigned so as to remove the hazard (risk factor). However, the alternative method should not result in a less acceptable product or less effective process. If hazard elimination is not successful or practical, the next control measure is:

B. Substitution
   
   Replacing the material or process with a less hazardous one. If no suitable practical replacement is available, the next control measure is:

C. Engineering
   
   Controls installing or using additional equipment. If this method is not effective, the next control measure is:

D. Administrative procedures or safe work practices e.g. policies, procedures, guidelines.

Only after all the previous measures have been tried and found to be ineffective is the use of Personal Protective Equipment (PPE) considered.

E. Personal Protective Equipment (PPE)

This is the last control measure to be considered. If chosen, PPE should be selected and fitted to the person who uses it. Personal protective equipment (PPE) should be reserved for temporary control measures, if other measures are ineffective. If PPE is used, it should be selected and fitted to the person who will use it.

It is important to realise that the higher up the control hierarchy the controls are, the more reliable they tend to be and should therefore be considered as a first priority. Controls which rely on people following correct procedures i.e. administrative or PPE controls are not as reliable and therefore if the control of a risk is reliant on these then it is necessary to identify other reliable controls to control the risk. This enables treatment of risks to be improved by reducing the likelihood of error or introducing focused monitoring procedures.
1.0 INTRODUCTION

This risk assessment guidelines that has been developed to support the implementation of the Health Service Executive’s (HSE) Best Practice Guidelines for Tobacco Management in Mental Health Settings – February 2008 and shall be used in conjunction with that publication.

2.0 LEGISLATION

The employer’s duty extends to – “Bringing so far as is reasonably practicable, the health and the prevention of risk to health at work to the attention of all of his or her employees or subordinates or the need to raise, warning, informing, advising or protecting the employees or any other physical agent” (Health and Welfare (Mental Health) 2010).

It therefore places the onus on managers to provide systems of work that are legal, organized and maintained as such as, so far as is reasonably practicable, safe and without risk to health.

3.0 DEFINITION OF A RISK ASSESSMENT

The process of evaluating and rating the risks to health, safety and welfare arising from the identifiable hazards in the workplace. It involves estimating the magnitude of risk and deciding the best possible protective and preventative (control) measures to reduce the risk as low as possible so as to prevent harm.

4.0 PRIOR TO Undertaking A RISK ASSESSMENT FOR ETS

The HSE has adopted the ‘ICC approach’ to risk description which encompasses inclusion of the Impact of the risk, Causal Factors and Context for which the risk pertains.

5.0 Identifying the risk

It is important that each risk is described accurately so as to comprehensively capture the risk.

5.1 Identify the Hazard

The risk assessment process starts with describing the risks associated with and persons affected by each of the hazards identified.

Is mechanical ventilation available?

Where do people smoke?

What level of supervision/observation do they require?

Can they be brought outside the building to an area of safety to smoke?

Describe the potential area of Impact if the risk were to materialise.

5.2 Identify the risks associated with the Hazard

This step starts with describing the risks associated with and persons affected by each of the hazards identified.

Risk issues to be considered include but not limited to the following:

- Harm to health of employees, service users and others who may be affected from the effects of ETS
- Safety to the facility in the event of a dispute/dispersal of residues or the possibility of any excess.
- Avoidance Prohibition of smoking in the workplace
- Harm to property due to the effects of ETS
- Increased incidence of illness and aggression

5.3 Identify any existing control measures

It is important that each risk is described accurately so as to comprehensively capture the risk.

Control measures include all measures put in place to eliminate or reduce the risk and include policies, procedures, processes e.g. smoking cessation programmes, guidelines (clinical and non-clinical), engineering controls, training, emergency arrangements, preventative maintenance controls, protocols.

In areas where smoking is permitted it is necessary to monitor exposure of those who may be affected.

Although you may to be able to introduce control measures that may substantially reduce exposure to environmental tobacco smoke, you should only do so to a level that is appropriate for all the parties involved and to the lowest risk level that can be acceptable.

5.4 Identify if additional control measures are required.

An action plan should be devised for the management of each risk starting with consideration of how to permanently eliminate the risk.

5.5 The risk assessment process

In this category you must also consider those persons contracted to work within the area e.g. cleaning staff, maintenance staff and virtue of their physical condition may be more vulnerable such as pregnant employees.

6.0 IDENTIFY ADDITIONAL CONTROL MEASURES REQUIRED

Employees and service users may be permitted to smoke in the workplace since 28th March 2004 under the Public Health Tobacco Act 2004, however they may also at the workplace from ETS unless service users who are permitted by smoker. Persons with special health conditions must be permitted to smoke as they have some pre-existing medical condition which may be exacerbated by ETS e.g. asthma and bronchitis or by virtue of their physical condition may be more vulnerable such as pregnant employees.

In this category you must also consider those persons contracted to work within the area e.g. cleaning staff, maintenance staff and others who may have to go into areas where smoking permitted.

5.6 Identify if additional control measures are required.

A list is created when it is not reasonably practicable to use one higher.

Sequence or prioritisation

5.6.1 Identify Those at Risk

Identification of those employees whose job role will necessitate exposure to ETS.

5.6.2 Decide who is affected by the hazard

Identification of those persons who are directly affected by the hazard.

5.6.3 Identify the potential consequences of the risk

The potential consequences of the risk is that it may cause harm to the employees, service users, visitors and others who may be affected.

5.6.4 Identify the significance of the risk

The significance of the risk is expressed in terms of the three measures of impact: the likelihood of the risk occurring, the severity of its consequences and the context of the risk i.e. the relative seriousness of the risk in relation to the overall burden of risk in the workplace.

5.6.5 Identify the risk category

This may be required. This should only be considered as a last resort

After applying the control measures one should use a measure on the top of the list and a measure lower down the list if not reasonably practicable to use one higher. For further clarification in respect of order see Appendix 1.

The more accurately the risk is described the easier it is to identify existing and additional controls that may be required.

This step starts with describing the risks associated with and persons affected by each of the hazards identified.

6.0 IDENTIFY additional control measures are required.

Depending on the risk rating and a review of the current controls in place, an evaluation can be made as to whether further (or different) and preventative measures are required.

Common sense tells us that harm can only be totally eliminated. However there is a requirement to do all that is reasonably practicable to minimise the risk to employees, service users and visitors. Therefore once a hazard is identified and the risk assessed, the necessary control measures must be developed and implemented to protect safety, health and welfare. Because conditions in various HSE workplaces vary enormously, a solution that is appropriate for one workplace may not be right for another.

Due to the wide acceptance of smoking by some groups, the introduction of the “No smoking” policy is no easy task.

This frame work can be used with the implementing the management action for each identified Identiﬁed. Actions should be realistic and timely and assigned to a named individual. Immediate actions and long term actions are recommended to be considered in order to eliminate the hazard or reduce the risk as far as is economically practicable.

7.0 RECORDING & REVIEW

The result of the risk assessment must be documented in accordance with legal requirements.

6.0 MONITORING & REVIEW

Although you may be able to introduce control measures that may substantially reduce exposure to environmental tobacco smoke, you should only do so to a level that is appropriate for all the parties involved and to the lowest risk level that can be acceptable.

It is important to do all that is reasonably practicable to minimise the risk to employees, service users and visitors.

1.0 INTRODUCTION

In this category you must also consider those persons contracted to work within the area e.g. cleaning staff, maintenance staff and virtue of their physical condition may be more vulnerable such as pregnant employees.

1.1 Identify those at risk

This is intended to cover the “Bringing so far as is reasonably practicable, the health and the prevention of risk to health at work to the attention of all of his or her employees or subordinates or the need to raise, warning, informing, advising or protecting the employees or any other physical agent” (Health and Welfare (Mental Health) 2010).

1.2 Decide who is affected by the hazard

This step starts with describing the risks associated with and persons affected by each of the hazards identified.

1.3 Identify the potential consequences of the risk

The potential consequences of the risk is that it may cause harm to the employees, service users, visitors and others who may be affected.

1.4 Identify the significance of the risk

This may be required. This should only be considered as a last resort

After applying the control measures one should use a measure on the top of the list and a measure lower down the list if not reasonably practicable to use one higher. For further clarification in respect of order see Appendix 1.

The more accurately the risk is described the easier it is to identify existing and additional controls that may be required.

This step starts with describing the risks associated with and persons affected by each of the hazards identified.

6.0 IDENTIFY additional control measures are required.

Depending on the risk rating and a review of the current controls in place, an evaluation can be made as to whether further (or different) and preventative measures are required.

Common sense tells us that harm can only be totally eliminated. However there is a requirement to do all that is reasonably practicable to minimise the risk to employees, service users and visitors. Therefore once a hazard is identified and the risk assessed, the necessary control measures must be developed and implemented to protect safety, health and welfare. Because conditions in various HSE workplaces vary enormously, a solution that is appropriate for one workplace may not be right for another.

Due to the wide acceptance of smoking by some groups, the introduction of the “No smoking” policy is no easy task.

This frame work can be used with the implementing the management action for each identified Identiﬁed. Actions should be realistic and timely and assigned to a named individual. Immediate actions and long term actions are recommended to be considered in order to eliminate the hazard or reduce the risk as far as is economically practicable.

7.0 RECORDING & REVIEW

The result of the risk assessment must be documented in accordance with legal requirements.

6.0 MONITORING & REVIEW

Although you may be able to introduce control measures that may substantially reduce exposure to environmental tobacco smoke, you should only do so to a level that is appropriate for all the parties involved and to the lowest risk level that can be acceptable.

It is important to do all that is reasonably practicable to minimise the risk to employees, service users and visitors.

1.0 INTRODUCTION

In this category you must also consider those persons contracted to work within the area e.g. cleaning staff, maintenance staff and virtue of their physical condition may be more vulnerable such as pregnant employees.

1.1 Identify those at risk

This is intended to cover the “Bringing so far as is reasonably practicable, the health and the prevention of risk to health at work to the attention of all of his or her employees or subordinates or the need to raise, warning, informing, advising or protecting the employees or any other physical agent” (Health and Welfare (Mental Health) 2010).

1.2 Decide who is affected by the hazard

This step starts with describing the risks associated with and persons affected by each of the hazards identified.

1.3 Identify the potential consequences of the risk

The potential consequences of the risk is that it may cause harm to the employees, service users, visitors and others who may be affected.

1.4 Identify the significance of the risk

This may be required. This should only be considered as a last resort

After applying the control measures one should use a measure on the top of the list and a measure lower down the list if not reasonably practicable to use one higher. For further clarification in respect of order see Appendix 1.

The more accurately the risk is described the easier it is to identify existing and additional controls that may be required.

This step starts with describing the risks associated with and persons affected by each of the hazards identified.

6.0 IDENTIFY additional control measures are required.

Depending on the risk rating and a review of the current controls in place, an evaluation can be made as to whether further (or different) and preventative measures are required.

Common sense tells us that harm can only be totally eliminated. However there is a requirement to do all that is reasonably practicable to minimise the risk to employees, service users and visitors. Therefore once a hazard is identified and the risk assessed, the necessary control measures must be developed and implemented to protect safety, health and welfare. Because conditions in various HSE workplaces vary enormously, a solution that is appropriate for one workplace may not be right for another.

Due to the wide acceptance of smoking by some groups, the introduction of the “No smoking” policy is no easy task.

This frame work can be used with the implementing the management action for each identified Identiﬁed. Actions should be realistic and timely and assigned to a named individual. Immediate actions and long term actions are recommended to be considered in order to eliminate the hazard or reduce the risk as far as is economically practicable.

7.0 RECORDING & REVIEW

The result of the risk assessment must be documented in accordance with legal requirements.
1.0 INTRODUCTION

This risk assessment guidance tool has been developed to support the implementation of the Health Service Executive’s (HSE) Best Practice Guidelines for Tobacco Management in Mental Health Settings – February 2008 and as such should be read in conjunction with that publication.

2.0 LEGISLATION

The employer’s duty extends to – “safeguarding the health and safety of all those who may be exposed to hazards arising from service users who are permitted to smoke.” However, they may be affected by ETS arising from service users who are permitted to smoke. Particular attention must be paid to employees who may have a pre-existing health condition which may be exacerbated by ETS e.g. asthma and bronchitis or who by virtue of their physical condition may be more vulnerable such as pregnant employees.

3.0 DEFINITION OF A RISK ASSESSMENT

The process of evaluating and rating the risks to health, safety and welfare arising from the identification of hazards to the workforce. It involves estimating the magnitude of the risk and deciding the best possible precautionary and preventative (control) measures to reduce the risks as far as is possible or as far as is preventable.

4.0 PRIOR TO UNDERTAKING A RISK ASSESSMENT FOR ETS

It is worth taking time to consider the following:

- How many people smoke and who are they?
- Where do people smoke?
- How do you define the boundaries of the workplace e.g. is it confined to buildings or the entire campus of the service?
- Are facility provision adequate for smokers?
- Are smoking areas adequately ventilated?
- Is natural ventilation available?
- Is mechanical ventilation available?

5.0 THE RISK ASSESSMENT PROCESS

5.1 Identify the hazard

The hazard in this case is ‘exposure to tobacco smoke’

5.2 Decide who is affected by the hazard

Identify all persons who might be affected by the hazard

5.3 Identify the risks associated with the hazard

The hazard in this case is ‘exposure to tobacco smoke’

5.4 Identify any existing control measures

The more accurately the risk is described the easier it is to identify existing and additional controls that may be required.

5.5 Evaluate the existing control measures

Control measures include all measures put in place to eliminate or reduce the risk and include policies, procedures, e.g. smoking cessations, guidelines (clinical and non-clinical), and engineered controls, training, emergency arrangements, preventive maintenance controls, protocols, etc.

5.6 Identify if additional control measures are required.

Depending on the rating of the risk and having considered the control measures currently in place, an evaluation must be made as to whether further health and safety measures are required.

5.7 Recording your Risk Assessment

An action plan should be devised for the management of each risk starting with consideration of how to permanently eliminate the risk. When rating a risk, the likelihood that a specified event may occur or reoccur and the impact of harm to service users, employees and others should be considered.

6.0 MONITORING & REVIEW

The hierarchy of control measures that you must consider in turn are as follows:

- Avoidance
- Restriction of smoking in the workplace – ‘no smoking’ policy
- Evaluation
- Explore the possibility of providing an appropriate
- Proper site and arrangement to reduce the amount of ETS
- Segregation
- Substitution
- Administrative
- Substitution
- Administrative

6.0 MONITORING & REVIEW

All risks may be in turn to introduce control measures that may include daily exposure to environmental tobacco smoke, you should keep the documentation and considerations and take note of any changes in your workplace. It is however the duty of the service user to make sure that employees who are permitted to smoke have a smoke free environment.

7.0 REFERENCES

7.1 Additional control measures are required.

The risk assessment guidance tool has been developed to support the implementation of the Health Service Executive’s (HSE) Best Practice Guidelines for Tobacco Management in Mental Health Settings – February 2008 and as such should be read in conjunction with that publication.
1.0 INTRODUCTION

This risk assessment guidelines tool has been developed to support the implementation of the Health Service Executive’s (HSE) Best Practice Guidelines for Tobacco Management in Mental Health Settings – February 2008 and as such should be used in conjunction with that publication.

2.0 LEGISLATION

The employee’s duties extend to “Bravingly, so far as is reasonably practicable, the safety and the prevention of risk to health as at work to so far as they relate to smoking in the workplace by or in the presence of or on the way to or from work, including smoking by any other person or on any other property” (Health and Safety at Work Act 2003).

This therefore places the onus on managers to provide systems of work that are planned, organised and maintained so as to, as far as is reasonably practicable, prevent and control risk.

3.0 DEFINITION OF A RISK ASSESSMENT

The process of evaluating and testing the risk to health, safety and welfare arising from the identification of hazards of the workplace. It involves estimating the magnitude of the risks and deciding the feasible practicable protective and preventive (control) measures to reduce the risk as low as possible so as to prevent harm.

4.0 PRIOR TO UNDERTAKING A RISK ASSESSMENT FOR ETS

It is worthwhile taking the following considerations:

- Have people smoke in the workplace and why?
- Where do people smoke?
- How are you defining the boundaries of your workplace e.g. it is confined to buildings or the entire campus of the service?
- Are facilities provided externally for smokers?
- How many people smoke and who are they?
- What is the health need of the service users?
Control measures are any process, policy, device, practice or other action that acts to minimise negative risk or enhance positive opportunities. It is essential therefore when seeking to minimise the risk posed by any hazard to have in place sufficient controls.

When examining the existing control measures, consideration should be given to their adequacy, method of implementation and level of effectiveness in minimising risk to the lowest reasonably practicable level.

Some controls are better at minimising risk than others and so it is important to identify the most robust controls available. The higher on the hierarchy the control is located the greater the potential is that it will minimise the risk. Considerations should therefore be given as to the level of the hierarchy of control the existing controls are selected from. The hierarchy of control measures are as follows:

A. Elimination

The job is redesigned so as to remove the hazard (risk factor) from the workplace. However, the alternative method should not lead to a less acceptable product or less effective process. If hazard elimination is not possible or practical, the next control measure is:

B. Substitution

Replacing the material or process with a less hazardous one. If no suitable practical replacement is available, the next control measure is:

C. Engineering

Installing or using additional equipment. If this method is not effective, the next control measure is:

D. Administrative procedures or safe work practices e.g. policies, procedures, guidelines.

Only after all the previous measures have been tried and found to be ineffective in controlling the risks should Personal Protective Equipment be considered.

E. Personal Protective Equipment (PPE)

This is the last control measure to be considered. If chosen, PPE should be selected and fitted to the person who uses it. PPE must not lead to the introduction of further hazards. If such is the case, PPE may be used as an additional equipment control measure until other alternative measures are available in cases where a combination of engineering controls, administrative procedures and PPE is necessary (collectively central to the risk). Where PPE is the main control measure, the function and limitation of each item of PPE must be clearly understood and training provided to the person who uses PPE. PPE may also be used as a temporary control measure until other alternatives are available. In most cases a combination of engineering controls, administrative procedures and PPE is necessary to effectively control the risk. If chosen, PPE should be used in conjunction with another method of control and safe work practices.

It is important to realise that the higher up the control hierarchy the control is, the more reliable the control tends to be and should therefore be considered as a first choice. Controls which rely upon individuals following correct procedures i.e. administrative controls and PPE are not as reliable and therefore if the control of a risk is reliant on these then it is necessary to consider whether it is possible to introduce improved control measures to further control the risk. This enables treatment of risks to be improved by reducing the likelihood of error or introducing focused monitoring procedures.
Control measures are any process, policy, device, practice or other action that acts to minimise negative risk or enhance positive opportunities. It is essential therefore when seeking to minimise the risk posed by any hazard to have in place sufficient controls. When examining the existing control measures, consideration should be given to their adequacy, method of implementation and level of effectiveness in minimising risk to the lowest reasonably practicable level.

Some controls are better at minimising risk than others and it is essential managers in identifying the most suitable controls and in selecting the most suitable controls that will minimise the risk. Consideration should therefore be given to the level of the hierarchy of control at which the existing controls are selected from. The hierarchy of control measures are as follows:

A. Elimination
   The job is redesigned so as to remove the hazard (risk factor). However, the alternative method should not lead to a less acceptable product or less effective process. If hazard elimination is not possible or practical, the next control measure is:

B. Substitution
   Replacing the material or process with a less hazardous one. If no suitable practical replacement is available, the next control measure is:

C. Engineering
   Controls involving or using additional equipment. If this method is not effective, the next control measure is:

D. Administrative procedures or safe work practices e.g. policies, procedures, guidelines.
   Only after all the previous measures have been tried and found to be ineffective should Personal Protective Equipment be considered.

E. Personal Protective Equipment (PPE)
   This is the last control measure to be considered. If chosen, PPE should be selected and fitted to the person who uses it. PPE should not be accepted unless it is the lowest form of control available and, at such times, PPE may act as an emergency control measure until other alternatives are available. It is important therefore to ensure that the control hierarchy is followed. Controls which rely on people following correct procedures i.e. administrative controls are not as reliable and therefore if the control of a risk is reliant on these then it is necessary to identify opportunities for improved control by reducing the likelihood of error or introducing focused monitoring procedures.

APPENDIX 1 Control Measures

This booklet has been compiled by Des Pearson, Staff, Health and Safety Manager, HSE HR Services, Dublin Mid-Leinster / Dublin North East, Cornelia Stuart, Area Quality & Risk Manager, Dublin North East, Miriam Gunning, National Tobacco Free Hospitals Initiative Coordinator, HSE Health Promoting Hospital Network, & Catherine Brogan, National Planning Specialist, Office of CEO. Special thanks are due to all who contributed and supported the development of this document.