

London Borough of Southwark

**Food and
Health & Safety
Unit**

Service Plan

2003/2004

This Service Plan is produced to comply with the requirements placed on the London Borough of Southwark by

The Framework Agreement on Local Authority Food Law Enforcement issued by the Food Standards Authority and

The Health and Safety Commission Guidance to Local Authorities issued under Section 18(4) of the Health and Safety at Work etc. Act 1974

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1.0 Service Aims and Objectives

- 1.1. The Units aim is to reduce ill health, injury, disability and death caused by food and water borne illness, the spread of infectious disease and accidents in the workplace
- 1.2. The promotion of successful local business and stimulation of local employment to protect the local economy by acting as the Lead and Home Authority
- 1.3. The issues link to the Community Strategy and the summary of key targets are tabulated below.

Issue	Performance Indicator	Target
Food hygiene inspection (3.1.1)	Percentage of target achieved	1897
Food standards inspection (3.1.2)	Percentage of target achieved	1256
Food sampling programme (3.6)	Percentage of target achieved	284 – microbiological 280 – chemical
Response to Service Requests (3.2)	Initial response within specified time	80% within 1 day 100% within 10 days
Investigation of food poisoning cases (3.2 & 3.7)	Initial response within specified time	95% on same day 100% within 3 days
Response to food poisoning outbreaks (3.7)	Initial response within specified time	100% on same day.
Response to food hazard warnings (3.8)	Initial response within specified time	100% on same day.
To act as Home Authority (3.3)	Initial response within specified time	95% within 3 days 100% within 10 days
To provide advice to businesses (3.5)	Newsletter production Initial response for advice within specified time	Two editions 2003/04 95% within 3 days 100% within 10 days
To promote food safety (3.10)	Completion of promotional events	National Food Safety Week 9 th -15 th June 2003
Health & Safety Inspection (3.1.3 & 3.1.4)	Percentage of target achieved	640
Accident Investigations (3.2)	Initial response within specified time	95% within 3 days 100% within 10 days
To promote health, safety and welfare in the workplace (3.11)	Completion of promotional events	European Week of Health & Safety October 2003
To act as Lead Authority (3.4)	Initial response within specified time	95% within 3 days 100% within 10 days

2.0 Background

2.1 Local Authority Profile

The London Borough of Southwark covers an area south of the River Thames from Blackfriars to Rotherhithe funnelling down through Camberwell, Peckham and Dulwich to its southern most point at Crystal Palace. The northern part of the Borough is principally commercial in nature, with retail centres at the Elephant and Castle, Surrey Quays, Camberwell, Peckham, and the Old Kent and Walworth Roads. The population of Southwark is 242,355 in the following ethnic groups:

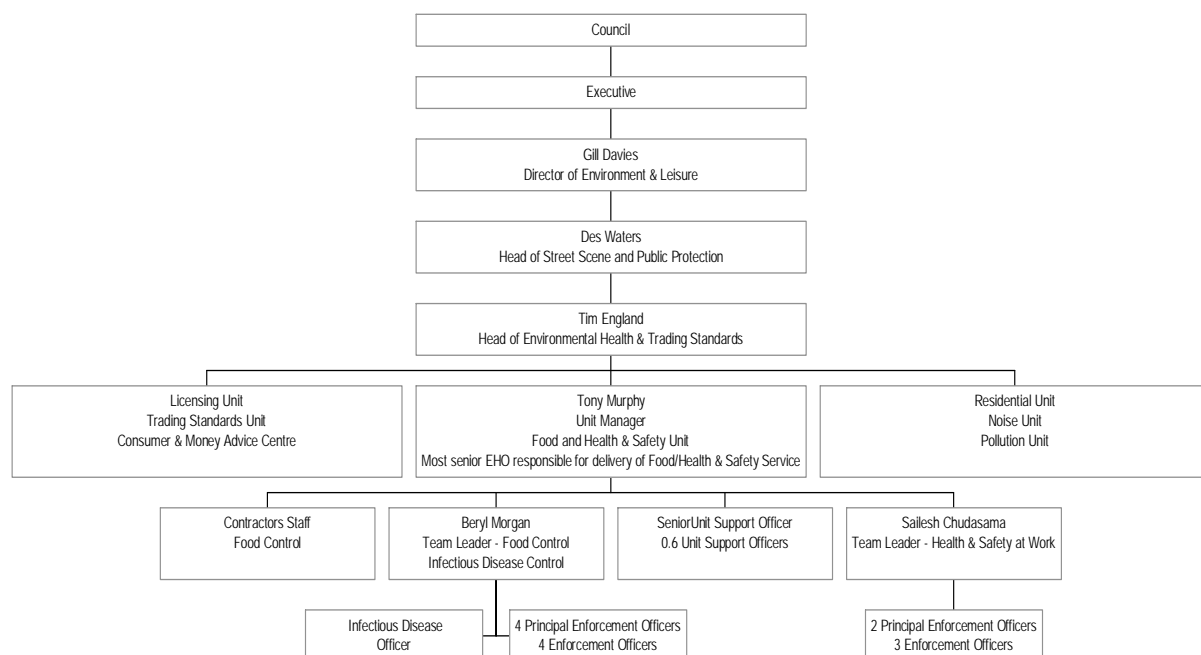
Ethnic Group	Total Persons	Ethnic Group	Total Persons
White	162,008	Pakistan	1,276
Black Caribbean	21,379	Bangladeshi	4,332
Black African	27,329	Chinese	3,747
Black Other	7,580	Other Asian	2,996
Indian	3,140	Other	8,578

Source: GLA 2001 Round Ethnic Group Projections, updated March 2002

2.2 Organisational Structure

The Food/Health and Safety Unit is part of the Environmental Health & Trading Service of the Street Scene and Public Protection Division of the Environment & Leisure Department. The structure chart is follows and indicates changes to strengthen the resources allocated to health & safety enforcement.

Food/Health & Safety Service - Position within the Council



2.3 The Scope of the Service

2.3.1 Services to business

The inspection responsibility of food hygiene, food standards and occupational health & safety is provided in its entirety by the Food/Health and Safety Unit. It also provides all other 'environmental health' services to business other than integrated pollution control.

2.3.2 Services to the consumer

Responses to service requests will be provided by the Unit to most enquiries in respect of food standards, food hygiene, and occupational health & safety. The investigation of food poisoning and infectious disease is a core function of the Unit as is the investigation of accidents at work.

2.3.3 Services to internal and external agencies

Advice, information and response to service requests will be provided to internal and external partner agencies. These agencies include

Internal Agencies	External Agencies
Social Services Department	Health Protection Team for Lambeth, Southwark & Lewisham.
Leisure Services	Health & Safety Executive
Education Department	Food Standards Agency
Other agencies within E & L	Home/Lead Authority Partners
Regeneration Department	Eurofins Scientific Laboratories
Strategic Services	Public Health Laboratory Service
Audit Commission	Southwark Business Partnership
	Association of London Environmental Health Managers
	Business Link London Central
	Southwark College
	Ofsted
	Other local authorities.
	Audit Commission – Best Value Inspectorate
	Charter Institute of Public Finance and Accounting
	Local Authority Consortium on Regulatory Services (LACORS)

2.4 Premise Profile

2.4.1 Food Premises

Description	No.
Producer	1
Manufacturer/Processors	45
Packer	1
Importers/Exporters	11
Distributors/Wholesalers/Transporters	36
Retailer	814
Restaurants and Other Caterers	1552
Manufacturers selling by retail	1
Premises without a category	6
Total	2467

2.4.2 Health and Safety

Description	No.
Retail Shops	2146
Wholesale shops, warehouses and fuel storage depots	356
Offices	1146
Catering restaurants and bars	1514
Hotels, camp sites and other short-stay accommodation	11
Residential care homes	69
Leisure and cultural services	360
Consumer services and	1009
Other premises (not classified above)	77
Total	6688

2.5 Service Accessibility

The service is provided from The Chaplin Centre, Thurlow Street, SE17. Contact may be made with the service through visiting between the hours of 9.00 a.m. and 5.00 p.m., Monday to Friday. Telephone contact is available 24 hours, 7 days a week via the Call Centre on 020 7525 5777 as is fax and email (food@southwark.gov.uk or ohs@southwark.gov.uk).

A standby arrangement exists to respond to public health emergencies occurring at evenings and weekends and this is accessed via the Council's Emergency Duty Officer.

2.6 External Factors

- Given the population of the borough many businesses are owned/managed by persons whose first language is not English.
- The increasing propensity to trade in illegally produced or illegally imported foods within the Borough and
- The increasing risk of an outbreak of an infectious disease alien to the UK due to ease of travel and climate change.
- We have 10 major food manufacturers requiring approval.
- With the regeneration of the north of the Borough there is a significant and growing tourist trade.
- The increase in the numbers working in the Borough increase the health & safety enforcement workload
- Externalisation of local authority services increases the health & safety enforcement workload.
- Changes in legislation
- Requirements of the supervising agencies
- During 2002/03 the service was audited as part of the Best Value Inspection. Concern was expressed in the Inspectors report that due to the under resourcing of the function there was uncertainty over the likelihood of the improvement in service performance. A summary of the Action Plan is given in Appendix 2. The Unit's work will be re-examined by the Best Value Inspectorate during 2003/04.
- Also in November 2002 the health and safety enforcement function was subject to an inter-authority audit. The result of the audit found that the statutory requirements were infrequently met. The Action Plan arising from the Audit is given in Appendix 3. The change in structure of the Unit and the move of resources to health and safety will address some of the issues raised in the audit.

2.7 Enforcement Policy

The London Borough of Southwark is a signatory to the Enforcement Concordat, which forms the core of our Enforcement Policy. During 2003/04 the Food Enforcement Policy will be reviewed and the Health and Safety one will be drafted and implemented. Both will form part of the Policy covering the regulatory services.

3.0 Service Delivery

3.1 Inspection Programmes

The inspection programme is based on the risk assessment of premises in accordance with the guidance issued by the Food Standards Agency and the Health and Safety Executive.

3.1.1 Food Hygiene Inspections

Risk category	Number of Premises	Number of Outstanding Inspections as at 1/4/2003	Number of Inspections due 2003/2004	Number of Anticipated Revisits
A (High)	37	1	74	74
B (High)	445	11	434	375
C (Medium)	1128	64	526	200
D (Low)	386	274	55	0
E (Low)	300	234	37	0
F (Low)	82	49	14	0
No category	106	59	47	50
Licensed Butchers	18	0	18	5
Total	2502	692	1205	704

3.1.2 Food Standards Inspections

Risk category	Number of Premises	Number of Outstanding Inspections as at 1/4/2003	Number of Inspections due 2003/2004	Number of Anticipated Revisits
High	0	0	0	0
Medium	1528	491	469	30
Low	791	195	1	0
No category	100	54	46	10
Total	2419	740	516	40

The emphasis for 2002/03 was the completion of all high and medium risk inspections due (83% of 2002/03 requirement), together with the completion of the backlog of medium risk inspections and all premises without a category. During 2002/03 the backlog of Category C premises for food hygiene inspections has been brought down from 406 to 64 inspections.

The intention for 2003/04 is to complete all our high, medium and low risk inspections due and all the backlog together with the 83 new establishments that have not yet had an initial inspection.

The resources necessary to deliver the proposed food inspection programme are equivalent to 6 fte's including the team leader.

3.1.3 Health & Safety – Programmed Inspections

Risk category	Number of Premises	Number of Outstanding Inspections as at 1/4/2003	Number of Inspections due 2003/2004	Number of Anticipated Revisits
A	25	11	14	25
B1	88	10	31	10
B2	164	43	18	10
B3	301	14	75	0
B4	384	43	1	10
C	3673	♦	♦	0
No category	2398	326	43	0
Total	7033	447	182	5

♦ Guidance suggests that category C businesses are not inspected but that enforcing authorities make contact by some other means. (e.g. postal advice/self assessment questionnaire)

3.1.4 Health & Safety - Specific Issue Inspections

Risk category	Number of Premises	Number of Inspections due 2003/2004	Number of Anticipated Revisits
New Businesses	Unknown	40	10
Wet Cooling Towers	25	25	10
Workplace Transport ♦	440	25	10
Manual Handling in Residential Care Homes ♦	69	10	5
Total	534	100	35

♦ Source: HELA Strategic Plan 2001-2004

The high and medium risk health and safety inspections outstanding from previous years and those due this years will be completed during 2002/03. In addition the specific issue inspections will be completed, as will 40 verification inspections to Category C premises to determine the appropriateness of the risk classification. Our performance indicators will be

- High and Medium Risk Health & Safety Inspections and Specific Issue Inspections ⇒ 640

The resources necessary to deliver the health and safety inspection programme including the assessment of low risk premises and categorise those without a category are 4 fte's

3.2 Service Requests

The Service will investigate complaints alleging offences in accordance with its published service standards and its Quality Assured Procedure on dealing with Service Requests.

Estimate of number to be dealt with

Category of Service Request	02/03 Actuals *	03/04 Estimated
Food Hygiene/Safety	699	750
Food Standards	213	230
Infectious Disease Notifications	615	620
Accident Notifications	273	280
Health & Safety	279	300
Pest Control	103	125
Environment/Nuisance	67	70
Planning Application Consultations	72	75
Licensing Applications/Registrations	327	350
Total	2647	2800

* Extrapolation of figures from 1st April 2002 to 31st December 2002

The resources necessary to provide a response within the target times are 3 fte

Performance Indicators will be

- Infectious Disease Notifications Response ⇒ 95% within one day and 100% within two days
- All other Service Requests ⇒ 80% within one day and 100% within three days

3.3 Home Authority Activity

Home Authority arrangements in respect of food standards and food safety exist with the following businesses

Boyers	Simply Sausages
Franconian Sausage Company	Leathams Larder
Hygrade Foods	Leo's Pitta Bread Ltd.
Ayres Bakery	Kiril Mischeff
Brownings	Trans Global Trading Ltd.
Kennedy's	Whole Earth Foods
European Bakeries	Davy's
Nelson's Quality Foods	FDF Foods

It is estimated that the resources necessary to deliver this function is 0.6 fte.

3.4 Lead Authority Activity

The Service has a formal Lead Authority Partnerships for Health and Safety for the Save the Children Fund.

It is estimated that the resource required to deliver this function is 0.1 fte.

3.5 Advice to businesses

The service provided a response to around 600 enquiries for advice during 2002/03 and will continue to provide the same level of support to business during 2003/04. In addition information will be disseminated to all businesses through Southwark Life and food businesses will receive information via Southwark Food News published twice a year. Advice to all businesses will also be provided during the inspection process.

The resource necessary to provide this service is 0.2 fte

3.6 Food Sampling

Sampling is undertaken as part of joint programmes with other local authorities

3.6.1 Microbiological sampling programme

Issue	Sampling period	Number of Samples (Performance Indicator)
Food Sampling Programme – including pre-packed sandwiches, pre-packed snack food, raw shell eggs in catering premises, packaged cooked meats, pathogens in raw meat, microbiological quality of cooked shellfish	April 2003 – March 2004	180
Food Manufacturer Sampling - <i>incl. Nelson's, Kennedy's, FDF Foods, Hygrade, Simply Sausages, Franconian Sausage Company.</i>	12 month programme commencing April 2003	80
Food Safety inspections - each officer to take at least 4 samples per annum for microbiological analysis whilst carrying out routine standards inspections	April 2003 – March 2004	24
	Total for PHLS	284

3.6.2 Compositional (Public Analyst) sampling programme

Issue	Sampling period	Number of Samples (Performance Indicator)
Food Complaints	April 2003 – March 2004	40 <i>(Not included as a PI)</i>
Food Sampling Programme including the team leader. am including pre-packed sandwiches, health claims of imported foods.	June/ December 2003	100
Home Authority Sampling - incl. <i>Nelson's, Kennedy's, FDF Foods, Hygrade, Simply Sausages, Franconian Sausage Company.</i>	6 month programme commencing June 2003	60
Food Standards inspections - each officer to take at least 2 samples per month for chemical analysis whilst carrying out routine standards inspections	April 2003 – March 2004	120
Total for Eurofins Laboratories		280

Food sampling will take the equivalent of 1 fte to deliver.

3.7 Outbreak Control and Infectious Disease Control

Outbreak Control will be in accordance with the Outbreak Control Plan and the investigation of food poisoning will be in accordance with the guidance issued by the Lambeth, Southwark and Lewisham Health Authority. Infectious Disease investigations require the resource of 1.2 fte

3.8 Food Hazard Warnings.

The Service receives Food Hazard Warnings via EHCnet. The authority complies with the Food Safety Act 1990, Section 40 Code of Practice 16. Telephone and mailing lists are derived from the management information system (ITECS).

The response to Food Hazard Warnings can be provided by 0.1 fte.

3.9 Liaison Arrangements

Liaison arrangements exist as follows

3.8.1 Control of Infectious Disease

- Communicable Disease Action Group (Local authorities + Director of Public health & others)
- Environmental Health Working Group (Local authorities +CCDC)

3.8.2 Food Hygiene & Food Standards

- South East London Food Liaison Group (Local Authorities + PHLS + Public Analysts)

3.8.3 Health & Safety

- London Borough's Health & Safety Liaison Group (Local Authorities +HSE)

To resource the liaison arrangements 0.2 fte will be necessary.

3.10 Food Safety Promotion.

- National Food Safety Week 9th –15th June 2003
- Food hygiene training – Southwark College

3.11 Health & Safety Promotion

- European Health and Safety Week

Promotional Activities require the resource of 0.6 fte.

4.0 Resources

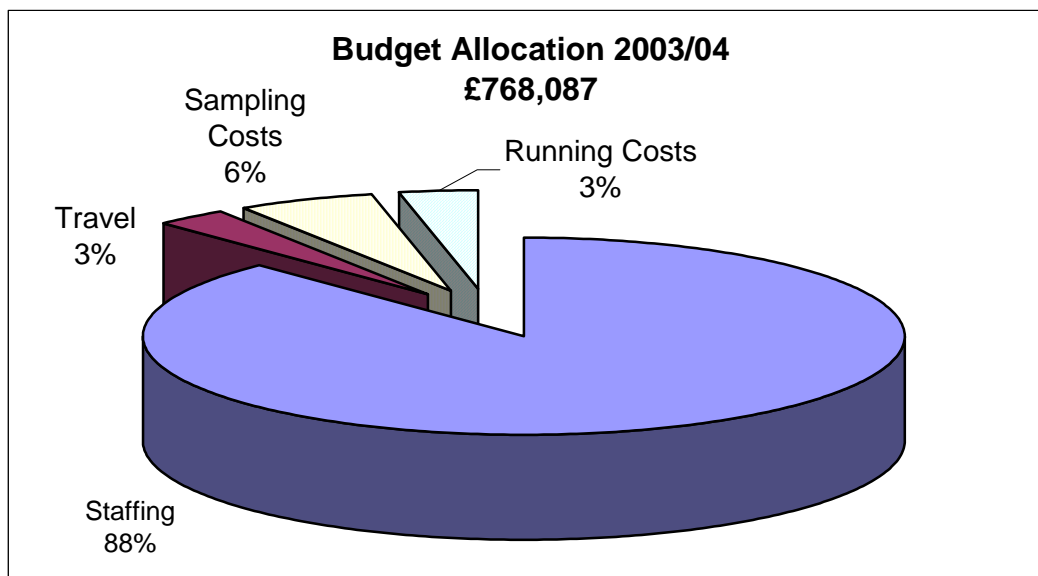
4.1 Staffing – summary of identified resources

Operational Staff (Excluding Unit Manager)

Designation	Funded Establishment posts		Competencies Necessary
	Number in post	Number of Vacancies	
Principal Environmental Health Officers (Includes 2 team leaders)	5	0	High Risk Food premises Inspection Food Standards Inspections Closure of Food Premises HSAWA 74 Sec. 20(2)a,b,c,d,e,f,g,j,k,i,m & Sec 21. In addition 2 x officers Sec. 20(2)h,l & Sec. 22, 25, 38 & 39.
Principal Enforcement Officers	3	0	High Risk Food Premises Inspection Food Standards Inspections HSAWA 74 Sec. 20(2)a,b,c,d,e,f,g,j,k,i,m
Environmental Health Officers/ Enforcement Officers	4	2	High Risk Food Premises Inspection Food Standards Inspection HSAWA 74 Sec. 20(2)a,b,c,d,e,f,g,j,k,i,m & Sec 21.
Enforcement Officers	2	0	HSAWA 74 Sec. 20(2)a,b,c,d,e,f,g,j,k,i,m
Infectious Disease Officer	1	0	
Unit Support Officers	1.6	0	

Resource allocation to the various areas of service delivery is provided in the Appendix.

4.2 Budget



The above indicates the estimated budget allocation for 2003/04. Legal and training costs are funded centrally from within Environmental Health & Trading Standards. At this time last year there were 2 fte vacancies and we were successful in recruiting an experienced officer. One member of staff left but this vacancy was filled from one of the other environmental health units.

4.3 Staff Development

Staff development is in accordance with the principles of liP, which was retained by the Environmental Health & Trading Standards Division following an assessment during 2001/02. The Head of the Business Unit holds the training budget centrally.

5.0 Quality Assessment

- 5.1. Quality will be assessed through auditing to the Service's Quality System, currently certified to ISO 9001:2000, gained in November 2002, which is in turn subject to annual verification audit. In addition we will subject ourselves to the inter-borough audit process, although there are none planned for 2003/04 the health and safety function was audited in November 2002. Performance will be monitored through application of the authority's performance management system.
- 5.2. Staff development is monitored through the liP processes.
- 5.3. We will elicit the views of our customers and publish the results. We will act where we can to effect service improvements suggested by our customers. We will continue to perform against the revised Chartermark criteria.

6.0 Review

6.1. Service Improvements

- 6.1.1. The Unit was part of the Commercial Environment theme of the Best Value Review of Regulatory Services, undertaken during 2000 and 2001. The

inspection was undertaken in October 2002. Service improvement actions relevant to the Unit are summarised in Appendix 2.

6.1.2. The health and safety enforcement function was audited in November 2002. Service improvements are necessary and these are summarised in Appendix 3.

6.2 Review Process

The review process will be via the following reporting and scrutiny process

Issue	Reporting Interval	Review by
Performance Indicators	Monthly Annually	Head of EH &TS Executive Committee
Factors Influencing Performance	Monthly	Head of EH &TS
Corrective Action to address performance issues	Quarterly	Head of EH &TS
Customer Satisfaction	Quarterly	Head of EH &TS
Customer Complaints	Quarterly	Head of EH &TS
Performance against Budget	Monthly	Head of EH &TS
Effectiveness of Training	Half Yearly	Head of EH &TS
Effectiveness of Service Improvements	Quarterly	Head of EH &TS
Performance against ISO9001: 2000	Quarterly Half Yearly Annually	Unit Manger & Business Unit Manager Certifying body's auditor.
Summary of Unit Performance against Workplan	Annually	Executive Committee

Glossary

CCDC -	Consultant in Communicable Disease Control.
EHCnet -	Electronic mailing system for local authority environmental health services run by the Chartered Institute of Environmental Health.
EFQM -	European Foundation for Quality Management
FSA -	Food Standards Agency
Fte –	full time equivalent member of staff
HELA –	Joint Liaison body between the Health & Safety Executive and local authorities.
HSC -	Health & Safety Commission
HSE –	Health and Safety Executive
HSWA 1974 -	Health and Safety at Work etc. Act 1974
lIP -	Investors in People
ITECS -	Management Information System for environmental health and trading standards.
LACORS -	Local Authority Co-ordination of Regulatory Services (body responsible co-ordinating for food enforcement issues)
PHLS -	Public Health Laboratory Service (providers of analytical services and expertise in microbiology)

Appendix 1

Resource Allocation.

	Food Inspection Programme	Health & Safety Inspection Programme	Service Requests	Home Authority	Lead Authority	Advice to Businesses	Sampling Programme	Infectious Disease Control	Food Hazard Warnings	Promotional Activities	Liaison	Total Staff
Staff Resource Necessary	6	4	3	0.6	0.1	0.2	1	1	0.1	0.6	0.2	17
Allocation of Staff	*6	4	3	0.6	0.1	0.2	1	1	0.1	0.6	0.2	17

- Includes allowance for contracted staff.

Appendix 2

Best Value Inspection Report - Action Plan Summary for Food/Health & Safety Enforcement

Issue	Action	Deadline	Action by	Review Process	Review Interval	Review by	Dependencies
1. Generic Enforcement Policy	1. Review Food Policy. 2. Draft and implement Health & Safety Policy	30 th August 2003	Team Leaders for Food + Health & Safety	Workplan	Monthly	Unit Manager	Consultation Process Member ratification
2. Low level of premises inspections	3. Create new H&S Team. 4. Contract medium and low risk premises inspections	1 st May 2003 1 st June 2003	Unit Manager/Head of EH&TS Unit Manager	Workplan Workplan	Six monthly	Reviews by Unit Manager Additional resources by Head of EH&TS	Agreement to revised structure and movement of resources from food enforcement Additional Resources to Unit.
3. Low level of educational activities	5. Maintain resources to Food Inspection Team						
4. Low level of formal enforcement activity	6. Set inspection targets per officer to allow for increased enforcement activity 7. Establish protocol for Category A & B premises 8. Provide Enforcement Training 9. Monitor Post inspection actions	1 st June 2003	Unit Manager	Workplan	Monthly and Quarterly	Unit Manager	Agreement by head of EH&TS

Appendix 3

Health & Safety Audit Report - Action Plan Summary

Issue	Action	Deadline	Action by	Review Process	Review Interval	Review by	Dependencies
1. Generic Enforcement Policy inadequate	1. Draft & Implement Health & Safety Enforcement Policy	30 th August 2003	Team Leader Health & Safety	Workplan	Monthly	Unit Manager	Consultation Process Member ratification
2. Absence of documented monitoring system	2. Draft & Implement documented Management Monitoring System	1 st September 2003	Team Leader Health & Safety	Workplan	Six monthly	Reviews by Unit Manager Implementation by Head of EH&TS	
3. Standard Clauses for enforcement schedules out of date	3. Draft and implement new standard clauses	30 th July 2003	Team Leader Health & Safety	Management Monitoring System	Six monthly	Unit Manager	
4. Procedure for Legal Processes not linked with Enforcement Policy	4. Review Procedure for Legal Processes and the Control of Documentary Evidence.	31 st August 2003	Team Leader Health & Safety	Audit process of QA system	Six monthly	Quality Manager	Audit Programme
5. Proactive Inspection Programme inadequately resourced and Inspection programme incomplete	5. Establish Health & Safety Team	1 st May 2003	Team Leader Health & Safety	Workplan	Six monthly	Unit Manger and reported to Head of EH&TS	Agreement to revised structure and movement of resources from food enforcement
	6. Completion of Inspection Programme	31 st March 2004	Team Leader Health & Safety	Workplan	Monthly	Unit Manger to report to Head of EH&TS	Availability of adequate resources

Issue	Action	Deadline	Action by	Review Process	Review Interval	Review by	Dependencies
6. Incorrect application of risk rating	7. Review Rating Classifications	30 th October 2003	Team Leader Health & Safety	Workplan	Six monthly	Unit Manger to report to Head of EH&TS	Availability of adequate resources
7. New premise not subjected to notional risk rating	8. Desktop Rating of all unrated businesses	31 st February 2004	Team Leader Health & Safety	Workplan	Six monthly	Unit Manger to report to Head of EH&TS	Availability of adequate resources
8. Structured approach not evident to discussion of enforcement issues	9. Revise Team Meetings to provide structured approach to discussion of enforcement issues	31 st August 2003	Team Leader Health & Safety	Meeting minutes	Two monthly	Unit Manager	Agreement to revised structure
9. Additional training required on risk rating of businesses	10. Implement Risk Rating Training	31 st August 2003	Team Leader Health & Safety	Workplan + Monitoring System	Workplan	Unit Manager	
10. Service Request Procedures do not include a documented selection process	11. Revise Service Request Procedure	31 st August 2003	Team Leader Health & Safety	Audit Process of QA system	Six monthly	Quality Manager	Audit Programme
11. Absence of specific review of performance against HSC's S.18 Guidance	12. Introduce Specific Performance Review against S.18 Guidance.	31 st March 2004	Team Leader Health & Safety	Workplan	Annually	Head of EH&TS	