Working at Heights Guideline
Contents

1. Purpose 3
2. Legislation 3
3. Construction work 3
4. What do I have to do to manage fall from heights risks? 4
5. Responsibilities 5
   5.1 Principal/Managers 5
      5.1.1 Contracting out the task 6
      5.1.2 Managing contractors 6
   5.2 Employees 8
6. Controlling the risk when working at heights 9
7. Using and maintaining the right equipment 11
8. Monitor/Review Controls 11
9. Record Keeping 11
10. Training 12
11. Specialised training and licensing 11
12. Useful references 13
13. Definitions 13
Appendix 1: A basic process for managing work at heights 14
Appendix 2: Selection of equipment linked to the 5 level hierarchy of fall control. 15

Department of Education Working at heights supporting documents

- Working at heights inspection tool

- Working at heights risk assessment template

- Safe Work Method Statement (SWMS) template

- Creating Healthier Workplaces - Working at Heights- including a range of SOPs
Working at Heights

1. Purpose

This guideline is about managing fall hazards. A fall hazard is:

- a situation where a person is exposed to a risk of a fall from one level to another that is reasonably likely to cause an injury. Even falls from a low height have the potential to cause serious injury and must be managed.
- a falling object. These can cause serious injuries if controls are not implemented to eliminate or minimise the associated risks. A person can receive fatal head injuries if an unsecured object is dropped from a height. It is essential to ensure that objects do not fall onto people who may be under or next to the area where the work is being carried out.

This Guideline provides information to assist workplaces to manage fall hazards in the workplace which includes activities where people are working:

- off the ground (e.g. up ladders, on work platforms)
- on the ground close to holes (e.g. excavations) edges or ledges (e.g. retaining walls)
- openings through which people could fall (e.g. skylight) or
- in areas where objects may fall from higher levels and cause injury.

2. Legislation

Part 4.4 of the Work Health and Safety Regulation 2011 (Qld) has specific requirements regarding the management of fall hazards. These requirements must be implemented by workplaces.

The Regulation does not differentiate between height distances (R78). Requirements apply to all fall hazards from one level to another, regardless of the distance from the ground, including the use of low level platforms and ladders.

The Regulation provides a five level hierarchy of control that stipulates the options to manage fall hazards (R79).

The hierarchy begins with the level 1 control elimination - the most effective hazard control strategy. A lower order control (e.g. level 4 or 5) can only be used when it is not reasonably practicable to use a higher one.

<table>
<thead>
<tr>
<th>The fall from heights hierarchy of control is:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 1: Eliminate the hazard by performing the work on the ground or on a solid construction.</td>
</tr>
<tr>
<td>Level 2: Use a passive fall prevention device; e.g. edge protection which prevents falls.</td>
</tr>
<tr>
<td>Level 3: Use a work positioning system; e.g. which limits movement and therefore minimises access to areas where a fall can occur.</td>
</tr>
<tr>
<td>Level 4: Use a fall arrest system e.g. a harness, which does not eliminate a fall, it only prevents the person falling to the ground.</td>
</tr>
<tr>
<td>Level 5: Use a ladder or implement administrative controls.</td>
</tr>
</tbody>
</table>

3. Construction work

There are specific requirements relating to the management of the risk of falls for construction work. Many activities undertaken in departmental workplaces can be considered construction work e.g. repairs and maintenance to structures such as roof gutters.
This Work at Heights Guideline and companion Work at Heights Risk Assessment Template will assist to fulfill the legislative requirements for managing falls in relation to construction work. Workers and contractors are required to supply a Safe Work Method Statement (SWMS) or equivalent for work over 2 metres above the ground (measured from the feet) or 1.5 metres below a surface (R299).

4. What do I have to do to manage fall from heights risks?

To manage the risk of falls, you are required to follow the hierarchy of controls for work at height as follows:

1. avoid the risk by not working at height (e.g. work from an existing platform, use extendable equipment etc.). If it is not practicable to do the work safely in some other way then:
2. use work equipment or other measures to prevent falls (i.e. isolate worker from a fall); or
3. where the risk of a fall cannot be eliminated, use further controls to minimise the distance and consequences of a fall should one occur.

**Remember that minimisation is only acceptable when you have exhausted elimination and isolation. Doing nothing is not an option.**

The legislation does not specifically require a written risk assessment to manage falls if you already know the risks and know how to control them.

To achieve the intent of the regulation, DoE requires all staff to document their risk management practices in the following ways for **all activities** which have the potential for falls from height:

**Work at Heights Task**

**Any activity that involves being on, or working on any roof at any state school facility.**

**Required Actions**

**Do not proceed.** Being on, or working on any roof at any state school facility is prohibited for all school staff, students and visitors.

**Activities where you already know the risks and know how to control them.**

**A new activity or a significant change to an existing activity that involves a fall hazard of less than 2 metres.**

**Tasks that involve fall hazards of 2 metres or more above the ground (measured from the feet).**

**OR**

**Tasks that involve fall hazards of 1.5 metres below ground level (measured from the feet).**

**Required Actions**

Review and adhere to an existing risk assessment or Safe Work Method Statement (SWMS) or Safe Operating Procedure (SOP).

Complete and adhere to a risk assessment. Apply the hierarchy of control starting at level 1 (elimination). If ladders are used, you must state why you are not using a higher level control.

Complete and adhere to a Safe Work Method Statement (SWMS) Develop and adhere to any SOPs relevant to the safe completion of the task e.g. for plant and equipment, pre-start procedures.
If you have a number of different work areas or activities and the fall hazards are the same, you may perform a single (or generic) risk assessment. However, you should carry out a risk assessment on individual fall hazards if there is any likelihood that a person may be exposed to greater, additional or different risks.

A SWMS must break down the job into a series of “step by step” tasks to ensure the hazards are identified for each step and controls are implemented to control the risks associated with each step.

It is important that tasks are monitored and reviewed and any changes (e.g. improved control measures) are documented on the risk assessment/SOP/SWMS and communicated to staff for the next time the task is undertaken.

The Principal/Manager of the workplace must ensure that the specific safe work procedures are documented and implemented before the proposed work commences.

Further information to assist you with risk management for working at heights can be found in the document Working at Heights Inspection Tool and in Section 12 of this document.

5. Responsibilities

5.1 Principal/Managers

The following outlines the responsibilities of the person in charge of workplaces.

School principals are reminded that there is a prohibition on DoE staff, students and volunteers being on, or working on any roof at any state school facility.

This prohibition includes all roofs on buildings, structures and covered walkways e.g. single and multi-storey structures, breezeway roofs, awnings, shed roofs, detached or demountable buildings roofs, sun shade structures etc.

1. Implement a risk management process to address fall hazards.
   - The Working at Height Risk Assessment template and Safe Work Method Statement template have been developed to assist workplaces complete this risk management process.
   - Identify the fall hazards associated with tasks and locations that place staff, students or others at risk of injury. The Working at Heights Inspection Tool may help you with this process.
     - Assess the risks associated with the identified hazards i.e. what is the likelihood that a serious injury will result if there was a fall?
     - Control the risk of falls so far as is reasonably practicable by following the five-level hierarchy of controls for preventing falls from heights (see Section 2).
       - Provide those who are working at height with adequate information, training and instruction in relation to preventing and managing fall hazards, including the use of equipment.
       - Ensure control measures are fit for purpose, suitable for the nature or duration of the work, installed and used correctly and maintained in good working order.
       - Ensure systems are in place for contractors – see more information below
     - Review and monitor the work at height practices and revise risk control measures or systems of work where necessary.
2. Maintain records of fall hazards, risk assessments, safe work procedures and training.

The basic process for managing working at heights is summarised in Appendix 1. Appendix 2 provides guidance on the selection of suitable equipment linked to the 5 level hierarchy of fall control.

5.1.1 Contracting out the task

There are some working at heights tasks that have a greater inherent risk of serious injury should something go wrong. These types of activities have the potential for serious injury or fatality should controls fail. More often than not these tasks require specialised equipment and highly specialised training to complete them safely, and contracting them out is often a cost effective and safer solution.

Even if contractors undertake the work, the person in charge of your workplace still has responsibilities to manage contractors. Work is to be managed through the Built Environment Materials Information Register (BEMIR) and supported by local induction processes whereby contractors are advised of potential risks.

The types of tasks DoE workplaces might consider contracting out include:

- Any type of construction work at heights.
- Roof maintenance/servicing at height e.g. leak repair, storm damage, roof-mounted air conditioning units, air vents and exhaust stacks.
- Building maintenance/servicing at height e.g. gutter/eaves repair, windows, painting.
- Work in or near trenches or excavations.
- Work close to large ‘drops’ such as near retaining walls, natural cliffs e.g. weed control, fence maintenance.
- Work on structures being constructed or installed, demolished or dismantled, inspected, tested, repaired or cleaned e.g. tanks, solar panels, drama props.
- Work areas that have exposed fall hazards during routine maintenance e.g. lift wells, service pits, tanks (above and below ground), earthworks, manholes, acid and grease traps.
- Significant tree work e.g. tree pruning, trimming out dead fall/dangerous branches, diseased wood.

5.1.2 Managing contractors

The Work Health and Safety Act 2011 (Qld) places duties on both the department and the contractor (or the contractor’s employer) to protect the safety of workers and others who undertake work for, or at, departmental workplaces.

The department can demonstrate how these duties are met by consistent practices being implemented at workplaces. These should focus on consulting with the contractor and documenting the agreed plans for managing the risks.

In practice, the principal or manager can implement this process by:

1. Advising the contractor, prior to engagement that the contractor must implement the requirements of the Work Health and Safety Regulation 2011 (Qld), specifically in relation to managing falls for contractors, their sub-contractors, employees and others from fall hazards while performing work for the department.
   - For example, this advice could be provided during the quotation process.

2. Providing the contractor with relevant information associated with the proposed work and the workplace’s expectations including:
   - when the work is to be done (e.g. when least pedestrian traffic is in the area)
where the work is to be done and the potential hazards (e.g. fragile or brittle roofs*, asbestos, electrical hazards, pedestrian traffic; site-specific hazards).

* Schools must advise contractors of suspected fragile or brittle roof areas **prior** to work commencing (e.g. during the quote process) so that specific controls can be incorporated into the contractor’s safe work method statement. Examples of fragile or brittle roofs include skylights, rusty metal roofs and polycarbonate/fibreglass sheet roofs.

**Note:**
- The removal of all ACM (Asbestos Containing Material) roofs at DoE owned schools was finalised during 2007.
- At other DoE owned workplaces including housing, assumed or confirmed ACM roofing may be present. When accessing an assumed/confirmed ACM roof, caution is to be exercised. An inspection of the area should occur due to potential change of the physical state of the material.

3. Ensuring the contractor provides to the Principal/Manager, a risk assessment, safe work method statement or equivalent for the work to be performed.
   - This information helps when comparing quotes to ensure the contractor is conducting work in compliance with the *Work Health and Safety Regulation 2011* (Qld) and relevant Codes of Practice.
   - The Principal/Manager will need adequate time to review the information and discuss any queries with the contractor. It is reasonable if a principal/manager requires this information several days prior to the proposed commencement of work.

4. Reviewing the risk assessment, safe work method statement or equivalent which the contractor should detail, in a way that the principal/manager understands:
   - the activity’s hazards and risks
   - how work is to be carried out
   - the control measures that will be applied to the work activities to manage the risks
   - the equipment to be used
   - qualifications of the personnel doing the work and how these match to the tasks
   - training or other requirements to undertake the work
   - confirmation that these measures comply with the *Work Health and Safety Regulation 2011* (Qld) and any relevant Codes of Practice and Australian Standards
   - the way that risks will be monitored and reviewed
   - any strategies that the DoE workplace will need to implement to support the contractor to complete the task.

5. Consulting with the contractor by:
   - Reviewing the information provided and discuss as required (e.g. the number of contractors on site for the job – a contractor may be using an individual fall arrest system as part of the work procedure and, as part of the mandatory emergency plan, has an additional operator on site that is appropriately trained in performing a rescue in the case of a fall).
   - Ensuring that all parties agree about the safe system of work to be used to perform work at height - obtain and record a safe work method statement (SWMS) from the contractor.
   - Determining responsibilities or actions to ensure the work can be conducted as planned. For example, the workplace may need to undertake some tasks for the contractor such as establishing no-go zones, communicating with staff about the dates and times of the work to be undertaken.
6. Issuing a Permit to Work or work area access permit (WAAP) for the contractor.

7. Ensure a local ‘induction’ process occurs; i.e. contractors that are on site have been provided with the SWMS by their employer. Schools are to advise of any new hazards relevant on the day.

8. Monitoring work, where practicable, to ensure it aligns with the agreed SWMS/WAAP/Permit to Work. Discuss any problems with, or deviations from, the planned work with the contractor.
   - Document any changes to the SWMS or consultation with contractor.

9. Direct work to cease if unsafe or does not comply with SWMS or WAAP/Permit to work.

10. Keep a record of how the work was undertaken.
    - e.g. the contractor’s SWMS, the workplace’s WAAP and any amendments made to the plan.

5.2 Employees

Workers have duties under the Work Health and Safety Act 2011 (Qld) (s28) to take reasonable care of their own health and safety and that of others, and to follow reasonable instructions. A worker is to use plant or equipment for the purposes for which it was designed.

- For example, a chair is designed to sit on, a desk is designed as a working surface; they are not designed as a means of accessing a height. At no time is it acceptable for a person to use equipment, such as a piece of furniture that has not been designed for work at heights as a means of access.

The following provides a summary of responsibilities of employees when working at heights:

- **There is a prohibition on DoE staff, students and volunteers being on, or working on roofs at all state school facilities.**
  - staff must not climb on inappropriate equipment (e.g. chairs or desks) to reach higher levels.
  - where possible, carry out activities on ground level.
  - receive authorisation from a manager before working at heights
  - where it is determined that work must occur at height, controls are to be determined before heights work proceeds
    - Refer to Sections 4 and 6 in this document for more specific information.
    - Ensure the person undertaking the task is consulted. Consultation with your local Health and Safety Advisor (HSA) and line manager may also be needed.

- assist with the risk assessment process and adhere to any risk management documentation for working at heights (including risk assessments, SOPs and SWMS)

- if a cleaner is required to work on a ladder, it is recommended that they work in pairs, with one climbing the ladder to complete the cleaning task and the other available to stabilise the ladder and pass materials up and down

- if there is a risk of fall greater than 2 metres, then a SWMS must be completed and approved. The SWMS must be adhered to.

- participate in local workplace heights training relevant to your role. This may include (but not limited to) safe work at heights induction, hazard identification, ladder safety, undertaking a documented risk assessment process, developing and applying SWMS and selecting and implementing control measures.

- comply with all reasonable instruction in relation to any working at heights procedures

- report any hazards.

Assuming that work at height cannot be avoided, all work needs to be properly planned, organised and managed. Workers have a duty to:

- avoid working at heights wherever they can (eliminate the risk)
- use work equipment or other measures to prevent falls where they cannot avoid working at height (isolate from the hazard)
- where they cannot eliminate the risk of a fall, use work equipment or other measures to minimise the distance and consequences of a fall should one occur (minimise)
- not undertake any hazardous work at heights (e.g. tree lopping, welding).

6. Controlling the risk when working at heights

Once the hazards and risks have been identified, you will need to control them so far as is reasonably practicable. Appendix 2 provides examples of the selection of equipment linked to the 5 level hierarchy of fall control.

The 5 level hierarchy is aimed at:

- eliminating the working at height hazard (i.e. falls or falling objects – Level 1)
- isolating people from the working at height hazard (Level 2)
- minimising the distance and impact of the fall (Levels 3-5).

Remember falling objects – if you cannot prevent the object falling, prevent it from hitting someone.

6.1 Deciding what level of control to use

6.1.1 Level 1 Controls

The best work methods to control the risks associated with fall hazards are Level 1 controls which eliminate the hazard altogether. This means that the work is either undertaken from ground level, i.e. the risk of fall from heights is removed altogether, or on a solid construction.

➢ A solid construction is a fixed platform, which must comply with AS1657-1992 Fixed Platforms, Walkways, Stairways and Ladders. Solid constructions are categorised as a Level 1 control, as a stable platform is seen as equivalent to eliminating the hazard altogether.

6.1.2 Level 2 Controls

If work at heights must be undertaken, the next best work methods are those that don’t require any constant judgements by the worker to keep themselves safe, i.e. Level 2 passive fall protection measures. Passive control measures are able to:

- prevent a fall
- protect more than one person
- once properly installed or erected they do not require any action by a person to make sure it will work
- have no ongoing costs (such as regular inspections or training requirements).

Guard rails and walkways are controls listed in AS1657 and are example of Level 2 controls. Guard rails are considered a ‘passive fall prevention device’ because they isolate the worker from the hazard and are always in place when needed. This makes guardrails the most sustainable permanent solution for safe maintenance access of all the Level 2 controls, which also includes edge protection, mobile/fixed scaffold, scissor lifts and LiftPods.

6.1.3 Level 3 and 4 Controls - to be used by contractors in DoE workplaces rather than by staff

Level 3 ‘work positioning systems’ prevent workers falling over an unprotected edge. They therefore minimise the height of the hazard and the consequences of a fall. Their effectiveness is reliant on the competence of the user. Work positioning systems can be used only if Level 1 and 2 passive fall protection devices are not practicable.
Level 4 ‘fall arrest systems’ (AS1891.4-2009) are designed to minimise injury once a fall has occurred rather than avoiding it in the first place. As a result, the risk of serious injury through the pendulum effect and suspension trauma is introduced. It is very easy for even well-trained users to make potentially lethal mistakes.

**Level 3 and 4 controls require considerable training and are expensive systems to maintain and administer. In schools these activities are to be undertaken by appropriate contractors as:**

- fall arrest systems, at best, leave a worker hanging in the event of an accident. This means they must be watched over by a trained supervisor who has a rescue plan in place (R80).
- users require high skill levels and regular ongoing training and recertification to operate these devices. Maintenance and recertification represent considerable ongoing expense.
- training must be supported by the development of administrative procedures that are subject to constant review (e.g. rescue plans, SWMS, 6 monthly equipment inspections (AS1891), maintenance and testing logs, compliance with manufacturer’s instructions).

### 6.1.4 Level 5 Controls

Level 5 fall control measures - ladders and/or administrative controls - may be selected when it is not reasonably practicable to use higher order control measures. However, many falls take place when people are working from ladders.

Extension or single (A-frame) ladders should generally only be used as a means of access to or egress from a work area. They should only be used as a work platform for light work of short duration after key hazards such as work position, over reach and setup have been considered. Other options (e.g. an elevating work platform, scaffolding or platform ladder) are to be assessed as to whether they would be safer or more efficient or more suited to the task.

- Ladders used in workplaces (i.e. all schools and department facilities) are to have a load rating of at least 120 kg and be manufactured for industrial use. The manufacturer’s recommendations on safe use are to be followed.
- Guidance on the selection, safe use and care of portable ladders is set out in AS/NZS 1892 Portable ladders series. The *Managing the risk of falls at workplaces Code of practice 2018*, s7.1 also provides advice on the safe use of ladders.

Administrative controls are also Level 5 controls. These are systems of work or work procedures that help to reduce the exposure of employees to fall hazards where it is not reasonably practicable to use higher level controls. They may be used to support any or other control measures that are put in place. For example:

- Work access permits may be used to control work access and authorisation.
- Work procedures may be needed to ensure the safe use of temporary work platforms, fall arrest systems and ladders (for example Ladder SOPs; SWMS).
- Limit the time workers are exposed to a fall hazard and/or the number of workers involved in the task.
- No go zones may be used to exclude staff/students/visitors from work areas.
- Work may be scheduled to eliminate potential exposure to fall hazards (e.g. pedestrian traffic during lunch time breaks).

People who perform a task regularly often have a good understanding of the risks involved and can provide valuable input into establishing administrative controls. It is also important to involve contractors in the development of administrative controls when you are contracting work out.
7. Using and maintaining the right equipment

Once you've selected the right equipment, it is very important that it is used and maintained correctly. Simple checklists for safe use and maintenance of equipment for working at height are often the most useful tools to ensure this happens. For example:

**Equipment maintenance**

- Is equipment maintained in a safe condition?
- Have regular maintenance, preventive checks, and inspections on all fall prevention and height access equipment (including ladders) been carried out?
- Is there a record of inspections? (e.g. log books).
- Have inspections been carried out before the equipment is used for the first time or after any incidents or any major repairs?
- Have you checked the manufacturer’s instructions to ensure maintenance is carried out and is to the correct standard?

You can make your own checklists that are specific to the task you are undertaking.

8. Monitor/Review Controls

Regular monitoring and review of work practices ensures that tasks will be completed safely. When reviewing control measures, ask yourself:

- are the control measures working effectively in both their design and operation?
- are all fall hazards being identified?
- are workers using the control measures in accordance with the instruction and training that has been provided?

You must ensure that the control measures you implement remain effective.

This includes checking that the control measures are fit for purpose; suitable for the nature and duration of the work; are installed and used correctly (R. 37).

Control measures should be reviewed:

- Before any alteration is made to the workplace or to any structure, plant or system that could result in a fall.
  - E.g. review the plans for a new covered walkway to be constructed that is located beside a set of stairs. The design may give easy access to students to climb from the stairs onto the adjacent walkway, exposing them to a risk of falling from the covered walkway.
- After an incident involving a fall or a fall hazard.
- If it is apparent a control measure does not control the risks.
- After a request is made e.g. by a health and safety representative, WHS Committee, workplace Health and Safety Advisor (HSA), Manager or WHS Inspector.

9. Record Keeping

Keep a record of risk assessments, safe work procedures and arrangements with contractors and employees. This will document how you manage fall hazards at your workplace. For workplaces with MyHR WHS, this information can be logged in the Risk Register.
All work that includes fall hazards conducted in a state school or DoE workplace requires a WAAP issued though BEMIR or an authority to work. Note that contractor documentation is to be cross referenced/uploaded to BEMIR for record keeping purposes. Other department workplaces may issue other types of ‘permit to work’. Regardless of which systems are used, the risk assessments, SOPS or SWMS related to the task must be recorded.

10. Training

Information, training, instruction and supervision are to be provided to workers and others.

- Persons delivering information and training are to be competent in the activity and the safe use and operation of appropriate control measures for the tasks.
- The level of competency and understanding of workers to safely apply training and information is to be confirmed prior to the commencement of any heights activity.
- Workers exposed to a risk of a fall are to be adequately supervised by a competent person, especially if they are undergoing training or are unfamiliar with the working environment.
- Persons supervising the work require training that is commensurate with the risks and controls related to the work.

The amount and type of information, training and instruction required will depend on the risk involved, the complexity of the work procedures and the type of control measures used. Information, training and instruction to workers may cover:

- the hazards and risks related to the task – this may include other issues such as proximity to energy supplies (electrical, solar, gas) for example
- the type of control measures used to prevent falls (e.g. the systems of work to be used)
- the correct use of tools and equipment used in the work - for example, using a tool belt instead of carrying tools, using elevating work platforms or ladders
- the importance of checking equipment before use and undertaking maintenance
- control measures for other potential hazards - for example, electrical safety
- procedures for emergency and rescue
- procedures for reporting fall hazards and incidents.

Training records should describe the training undertaken and be retained by the workplace for 10 years.

11. Specialised training and licensing

Specific training, equipment, maintenance and emergency procedures are required for work positioning (level 3) and fall arrest (level 4) systems. As noted previously, these tasks are usually undertaken by licensed contractors due to the risks involved.

Licensing is required for a range of equipment and tasks including:

- operators of elevated work platforms (EWP) over 11 metres
- work on mobile scaffold above 6 metres.
- the erection and dismantling of mast climbing work platforms must be carried out, or be directly supervised, by a person holding an appropriate rigging or scaffolding licence.
- any scaffold from which a person or object could fall more than 4 metres must be erected, altered and dismantled by or under the direct supervision of a licensed scaffolder.

Training for these activities is available through Registered Training Organisations.
12. Useful references

- *Work Health and Safety Regulation 2011 (Qld)* – Part 4.4 Falls
  

- Managing the Risks of Falls at Workplaces Code of Practice 2018
  

- Safe Work Australia Falling Objects Factsheet 2012
  

- How to determine what is reasonably practicable to meet a health and safety duty. Safe Work Australia publication 2013.
  

- Scaffolding Code of Practice 2009
  

- Australian/New Zealand Standards - DoE access through Library Services
  
  
  - AS 2550.10 Cranes, hoists and winches - Safe use - Mobile elevating work platforms.
  - AS/NZS 1576 Scaffolding series.
  - AS/NZS 1892 Portable ladders series.
  - AS/NZS 4576 Guidelines for scaffolding.
  - AS/NZS 4994 Temporary edge protection series.

13. Definitions

**Competent person:** A person who has acquired the knowledge and skills to carry out the task through training, qualification or experience. Competency is a combination of these attributes that enables a worker to identify both the risks arising from a situation and the measures needed to deal with them.

**Construction work:** (R289) any work carried out in connection with the construction, alteration, conversion, fitting-out, commissioning, renovation, repair, maintenance, refurbishment, demolition, decommissioning or dismantling of a structure.

**Safe work method statement (SWMS):** The main purpose of a SWMS is to enable supervisors, workers and any other persons at the workplace to understand the requirements that have been established to carry out the high risk work in a safe and healthy manner. It sets out the work activities in logical sequences and identifies hazards relating to the work and risks to health and safety associated with those hazards. It also describes control measures and how the control measures are to be implemented, monitored and reviewed.

A SWMS is to be kept until work is completed or for 2 years if a notifiable incident occurs in relation to the work (R303).

**Structure:** means anything that is constructed, whether fixed or moveable, temporary or permanent, and includes buildings, masts, towers, framework, pipelines, transport infrastructure and underground works (shafts or tunnels); any component of a structure and a part of a structure.
Appendix 1: A basic process for managing work at heights

1. **Risk of falling people or falling object**

2. **Can working at heights be avoided?**
   - **No**
     - Who will do the work?
       - Employee
     - Has a risk assessment, safe work method statement (SWMS) or equivalent been completed for this task already?
       - Yes
         - Can existing documents be modified to suit your activity?
           - Yes
             - Ensure identified control measures are implemented prior to work starting.
             - Use resources (e.g. Codes of Practice, Operator Manuals, Working at Heights Guidelines, Safe Operating Procedures) to direct you.
           - No
         - No
   - **Yes**
     - Carry out the work safely from ground level

3. **Who will do the work?**
   - Contractor
     - Contractor must verify they have the capability to undertake task/s according to legislated requirements. Check the suitability of the contractor’s SWMS in relation to the work to be undertaken.

4. **Has a risk assessment, safe work method statement (SWMS) or equivalent been completed for this task already?**
   - Yes
   - No
     - Identify the hazards and manage the risks. Document your hazard control measures/work practices (instruction, risk assessments, SOPs, SWMS).
   - No

5. **Can existing documents be modified to suit your activity?**
   - Yes
   - No

   - Ensure identified control measures are implemented prior to work starting.
   - Use resources (e.g. Codes of Practice, Operator Manuals, Working at Heights Guidelines, Safe Operating Procedures) to direct you.

7. **Monitor the effectiveness of the control measures to ensure the protection of all persons (even those nearby the work) that may be affected. Adjust documentation to record changes.**

8. **Set a review date to ensure that work practices and equipment selection remain appropriate to the task. Retain the documentation for tasks that are undertaken more than once.**
Appendix 2: Selection of equipment linked to the 5 level hierarchy of fall control.

Equipment should be selected appropriate to the nature of the work being undertaken, taking account of such factors as working conditions; duration and frequency of use; complexity of work and distance and consequences of a fall. (Adapted from: https://worksafe.govt.nz/dmsdocument/509-selecting-the-right-equipment.pdf)

**ELIMINATE the risk of a fall**
- Do I really need to work at height?
  - If you don’t need to go up, then DON’T!
  - Work at ground level (e.g. long handled tools) or work from a solid platform.

**ISOLATE the hazard**
- Use equipment which prevents a fall
  - e.g. edge protection-guard rails, fixed and mobile scaffolds, temporary platforms, scissor lift, cherry picker.

**Minimise the height of the hazard and the consequences of a fall**
- Void protection
  - e.g. safety mesh, industrial safety nets at high level
- Mobile guarding system
- Work positioning system
  - e.g. industrial rope access system, restraint technique.

**Minimise the height of the hazard**
- Safety nets at low levels, catch platforms, fixed anchorage lines or rails
- Fall arrest system
  - e.g. safety harness.
  - Requires a high level of competency and supervision. Systems must be carefully selected and maintained.

**Minimise the consequences of a fall through administrative controls**
- Platforms, trestles, platform ladder, tagged no-go areas, permit systems.
- Ladders, step ladders
  - Use in accordance with SOP
  - State why higher level controls are not reasonably practicable

**Examples of Level 1 ‘elimination’ control options in the workplace**
- Cleaning roof gutters:
  - Remove trees that drop leaves if near to buildings.
  - Install gutter guards which have additional benefits of allowing items to roll off the roof.
  - Changing letters on signboards:
    - Use electronic signboards or boards that can be lowered to the ground.

**Examples of Level 2 of ‘passive fall prevention’ control options in the workplace**
- Accessing lighting rails in a hall; changing letters on signboards:
  - Use a scissor lift, or mobile or fixed scaffold installed by a licensed person.
- Removing overhead branches/trimming trees:
  - A trained arborist completes the job using a cherry picker.
- Repairing balcony railing or painting gutters and facia on a multi-level building:
  - Use fixed or mobile scaffold installed by a licensed person.

**Examples of Level 3 of ‘work positioning system’ control options in the workplace**
- Maintenance and repair of roof mounted plant and equipment (e.g. air con units)
  - a trained and competent contractor uses a travel restraint system (includes a harness connected by a lanyard to an appropriately designed, installed and maintained anchorage point.
  - When other regular maintenance is performed by contractors, the roof may be cleared of other items if arrangements are made prior to the work commencing.

**Examples of Level 4 ‘fall arrest’ control options in the workplace**
- Roof maintenance work (e.g. leak repair, gutter maintenance):
  - A trained contractor uses a full body arrest safety harness incorporating a lanyard attached to a roof anchor when performing maintenance work on a roof. This contractor is accompanied by an additional person that is able to carry out a rescue in the case of a fall. A fall arrest system is NOT be used unless there is at least one other competent person on the site who can perform a rescue.

**Examples of Level 5 ‘ladder and admin’ control options in the workplace**
- Putting up a banner, display or student work:
  - a competent worker uses an industrial rated step platform ladder.
- Changing a light bulb:
  - an industrial rated step platform ladder is used to access the light fitting.
- All work follows the documented risk assessment and SOP.

**Use trained contractors. Staff being on, or working on roofs in schools is prohibited.**