

ASBESTOS MANAGEMENT PLAN
WHAKATĀNE DISTRICT COUNCIL FACILITIES



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FOREWORD

The health, safety and well-being of Whakatāne District Council employees, and the public is the highest priority of the Council. This commitment includes ensuring that any asbestos containing materials (ACM) found in Council-owned facilities is managed in such a way as to minimise the risk to its employees, public and service providers.

The variety and age of Council owned facilities means that there will be ACM within the many of its structures, and this plan is designed to recognise such risk and outline the actions to identify, manage and/or eliminate asbestos.

This Asbestos Management Plan (AMP) provides for an effective strategy for the management of asbestos related hazards in Council structures, and minimise the associated risks to health and safety that ACM may hold for employees, service providers and the public.

The plan has been developed to comply with government policy and legislative requirements in the management of ACM in workplaces.

BACKGROUND

Asbestos is the common term used to describe a naturally-occurring fibrous mineral that was used extensively by New Zealand industry because of its durability, fire resistance and excellent thermal insulating properties. Asbestos fibres were used in a wide range of products manufactured between the 1940s and the 1980s. Asbestos fibres were an additive often mixed into another base compound (such as cement) to enhance physical properties of the material. These finished products are termed Asbestos Containing Materials (ACM). **In the vast majority of cases, ACM is safe. If ACM is left undisturbed and is in a sound condition, studies show that it does not pose a health risk.**

Once the health risks of asbestos were known, its use was gradually stopped, and alternate materials used instead. However, products and appliances with asbestos are still encountered, particularly in structures built from 1940 until 1984. It is also accepted structures built immediately post 1984 may still contain some form of ACM. The importation of blue and brown asbestos in its raw friable state has been banned since 1984 and of white asbestos since 1999.

In the past, the special properties of asbestos made it popular for:

- asbestos-cement cladding and roofing
- backing material for floor tiles and vinyl sheets
- insulation board for thermal protection (e.g., around fireplaces)
- textured ceilings and sprayed-on wall surfaces
- lagging for insulation around pipes, heaters and hot water cylinders
- vehicle brakes and clutches
- textiles
- spouting for drainage and water supplies

The most common types of asbestos fibre most likely to be encountered in ACM are:

- Chrysotile (white) has long, curly fibres, which are flexible enough to spin and weave into fabric. Its versatility made it the most common type of asbestos in building and household products
- Amosite (brown) has harsh, spiky fibres. It was mostly mined in Africa, and was often used in asbestos cement sheet and pipe insulation. It was also used in insulating board, ceiling tiles and thermal insulation and
- Crocidolite (blue) is known for its excellent heat resistance and ability to repel water. It has straight, thin, blue fibres.

Importation of these three types of asbestos in their raw fibrous states is prohibited. The colour differences are very slight and laboratory analysis is needed to identify different types of asbestos fibre.

LEGISLATIVE REQUIREMENT

Whakatāne District Council as an employer and provider of services to the community has responsibility to maintain a safe working environment under the following provisions:

HEALTH AND SAFETY AT WORK ACT 2015

This Act was created to *'provide for a balanced framework to secure the health and safety of workers and workplaces'*.

As an employer and provider of community buildings, Council has obligations as a *'person conducting a business or undertaking (PCBU)'* under section 36 of the Act.

HEALTH AND SAFETY AT WORK (ASBESTOS) REGULATIONS 2016

These regulations are made under sections 24(1), (m), 211 and 218 of the Health and Safety at Work Act 2015, and came into force on 4 April 2016. Further amendments to these regulations were made in April 2017.

The new Regulations require that Council:

- Identifies asbestos in the workplace (structures owned by Council)
- Indicates the presence and location of asbestos in the workplace (structures owned by Council)
- Prepares Asbestos Management Plans for all relevant workplaces (structures owned by Council)
- Reviews Asbestos Management Plans for all relevant workplaces (structures owned by Council)

An asbestos management plan is required to include information about the following:

- (a) Identification of asbestos or ACM
- (b) Decisions, and reasons for decisions, about the management of the risk arising from asbestos at the workplace
- (c) Procedures for detailing incidents or emergencies involving asbestos or ACM at the workplace
- (d) Workers who carry out work involving asbestos, including—
 - (i) information and training that has been and will be provided to the workers
 - (ii) roles and responsibilities of the workers
 - (iii) any health monitoring of the workers that has been or will be undertaken.

MANAGEMENT AND REMOVAL OF ASBESTOS APPROVED CODE OF PRACTICE

This Approved Code of Practice sets out WorkSafe New Zealand's (WorkSafe) expectations about how to comply with asbestos health and safety law, including the Health and Safety at Work (Asbestos) Regulations 2016

- a PCBU with management or control of a workplace that might have asbestos
- a PCBU conducting asbestos removal
- a PCBU conducting asbestos-related work, or
- a licensed asbestos assessor

The code covers a wide range of activities relating to asbestos, including permitted types of work involving asbestos, airborne contamination, identifying and managing asbestos, tools and equipment, training, clearance inspection, and asbestos records.

Importantly, the code has been approved under the Act, and is able to be used in court as evidence of whether the relevant duties under health and safety law were complied with.

Courts may have regard to the code:

- as evidence of what is known about the hazards and risks of work involving asbestos, and what controls apply to the risks; and

- to decide what is reasonably practicable when meeting the health and safety duties associated with work involving asbestos.

The code states that it might not be the only way to comply with the Act and Regulations, and if a different practice is applied, it should provide a level of work health and safety equivalent to or higher than the code to ensure compliance.

ASBESTOS MANAGEMENT

ASBESTOS

The raw asbestos fibres are a major health threat if inhaled.

Breathing in airborne asbestos fibres is a serious risk to health. Once the fibres are inhaled, they lodge in the lungs and may cause diseases like asbestosis, lung cancer and mesothelioma. (Extract from Approved *Code of Practice for the Management and Removal of Asbestos [HSWA:2015] Part 2.1 and 2.5*)

ASBESTOS CONTAINING MATERIALS (ACM)

The term 'asbestos-containing material' (ACM) refers to any material, object, product or debris that contains asbestos. ACM can take several physical 'forms', depending on its method of manufacture and application. The most common form is asbestos-cement sheet, which was manufactured in various profiles including flat, corrugated and profiled sheets. Other forms of ACM include adhesives, vinyl sheeting and tiles, loose fill insulation, membranes, mastics, woven textiles, sprayed coatings and moulded products.

Within the construction sector, ACM typically covers building materials such as roof sheeting, guttering and downpipes, exterior wall cladding including fasciae and eaves, internal wall sheeting, ceiling panels, fire doors and fireproof coatings, and floor coverings such as sheet vinyl flooring and vinyl tiles.

ACM also refers to insulating materials incorporated into building services plant and equipment such as air conditioning heater-bank insulation, lagging on steam and generator exhaust pipes, as well as lining and gaskets in some types of machinery.

In the vast majority of cases, ACM is safe. If ACM is left undisturbed and is in a sound condition, studies show that it does not pose a health risk. An effective strategy for the management of asbestos-related matters and any associated potential risks to health and safety is to minimise the risk through the development of an Asbestos Management Plan (AMP).

ACM can release asbestos fibres into the air whenever they are disturbed, and especially during the following activities:

- any direct action on ACM, such as drilling, boring, cutting, filing, brushing, grinding, sanding, breaking, smashing or blowing with compressed air
- the inspection or removal of ACM from workplaces (including vehicles, plant and equipment);
- the maintenance or servicing of materials from vehicles, plant, equipment or workplaces; or
- the renovation or demolition of buildings containing ACM.

Non-friable ACM that has been subjected to extensive weathering or deterioration also has a higher potential to release asbestos fibres into the air.

Council properties and facilities with asbestos containing materials (ACMs) that require management will be noted in the Asbestos Register within the asbestos survey report. A copy of the Asbestos Register is attached to this document.

Where ACMs have been identified, Council will, where practicable, ensure that the ACMs in areas accessible to all staff and third parties are identified by a label/ sticker similar to those contained within the table on page 15.

ASBESTOS MANAGEMENT PLAN

This Asbestos Management Plan sets out the actions taken to manage Asbestos Containing Materials (ACMs) within Council owned facilities.

A copy of this plan and the asbestos survey and register, will be held in a central folder, which can be found at the Whakatane Civic Centre, Places and Open Spaces and is identified within the Council's "Objective Document Management System".

This central folder will be made readily available to all those who require access to the asbestos documentation.

To ensure Council employees, tenants, service providers and visitors to the site/s do not disturb ACMs and are safe from potential exposure, the following asbestos management procedures are in place:

- Responsibility for the management of asbestos on Council premises, including the updating of existing records.
- A system to ensure ACMs are identifiable through appropriate labelling and/ or the asbestos register.
- Regularly inspect ACMs as specified within the asbestos register.
- Periodically review this Asbestos Management Plan (minimum 5years).
- Provide access to the Asbestos Management Plan and Register to all contractors carrying out maintenance and/or construction works (this includes IT contractors) prior to the commencement of works.
- Ensure, that where necessary, a refurbishment or demolition survey is undertaken prior to the Council undertaking any construction works.
- Seek advice and guidance from suitably qualified and experienced Competent Persons on any asbestos related work activities that are to be undertaken (this may include, but is not limited to: re-inspections, asbestos removal works, environmental cleans, encapsulation works & air-monitoring).

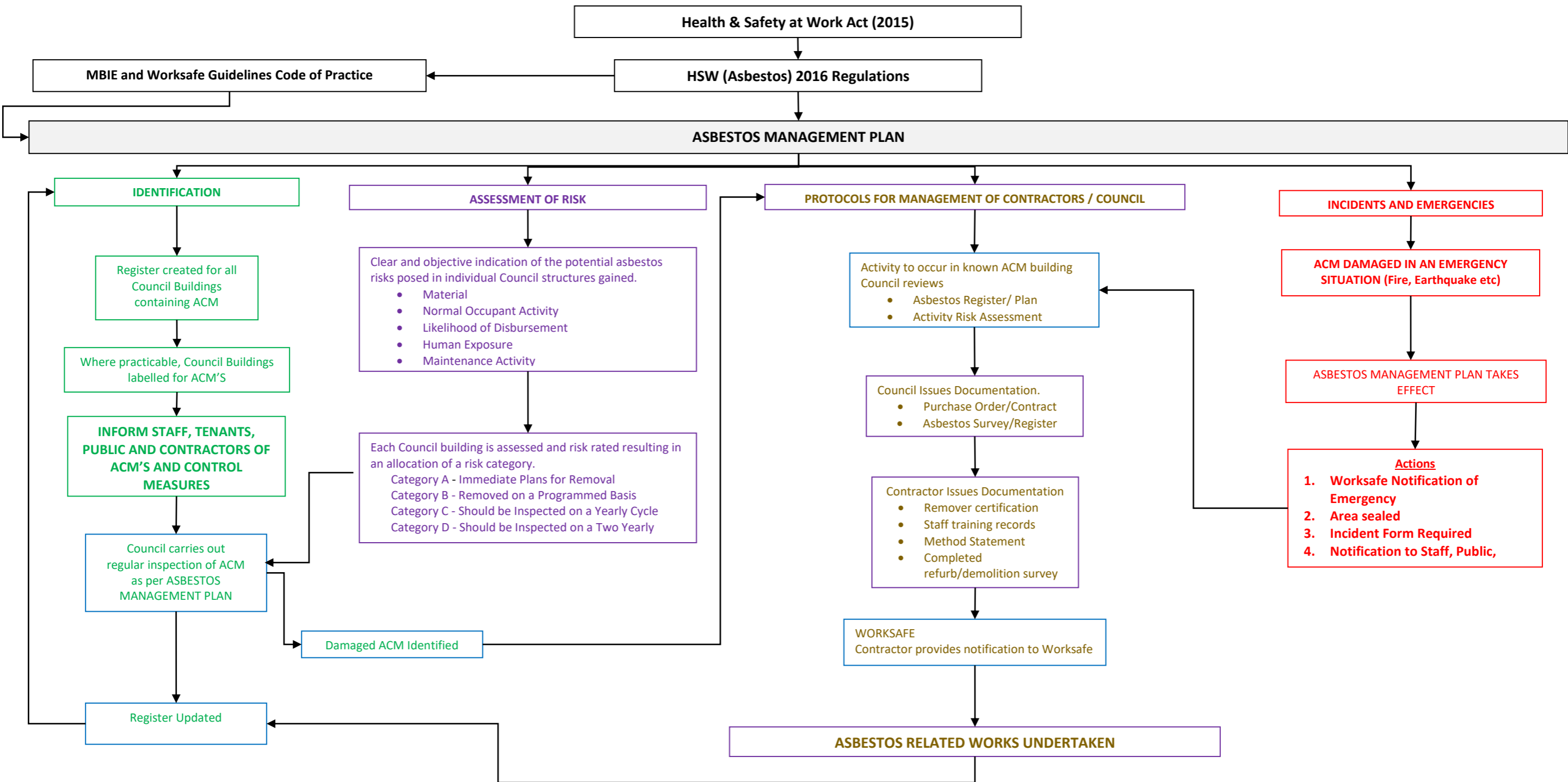
ASBESTOS SURVEY AND REGISTER

The Asbestos Survey provides accurate information on the location, and condition of ACMs. The information in the survey report will be used to form the asbestos register, which is a key component of the Asbestos Management Plan for Council.

Council will ensure that an up-to-date copy of the asbestos survey/register will be held and available to service providers.

This will be kept at the Whakatane Civic Centre, Places and Open Spaces and is identified with the Councils “objective document management system”.

ASBESTOS MANAGEMENT FLOWCHART



AWARENESS - STAFF, CONTRACTORS, TENANTS/USERS AND PUBLIC

Where required, all staff within Council will be provided with relevant information. This will be provided on an as needed basis and will include new and/or temporary staff as required. The information will include:

- Types and location of ACMs (via the Asbestos Register and Plan)
- The visual means of identifying ACM's (labels/colour coding)
- How to avoid risks from asbestos (e.g. not disturbing)

Workplace PCBUs must do what is reasonably practicable to eliminate exposure to airborne asbestos. However, it may not always be able to meet this standard when carrying out licensed asbestos removal work and asbestos-related work. In these situations, exposure must be minimised, so far as is reasonably practicable.

The workers' risk of exposure can further reduce when they receive training on the safe procedures for working with asbestos. (Extract from *Approved Code of Practice for the Management and Removal of Asbestos [HSWA:2015] Parts 12.1, 12.2 and 12.3*)

Under Regulation 9 of the HSWA (General Risk and Workplace Management) Regulations 2016, Council as a PCBU has a "Duty to provide information, supervision, training and instruction".

Regulation 17 of HSW (Asbestos) Regulations 2016 also imposes a "Duty to train workers about asbestos" on Council as a PCBU and that "a PCBU must ensure that workers who are engaged by the PCBU and who the PCBU reasonably believes may be involved in asbestos removal work or in the carrying out of asbestos-related work are trained in the identification and safe handling of, and suitable control measures for, asbestos and ACM."

All staff will be required to report any concerns in relation to an ACM to the relevant person. In most cases this will be the facility manager and/or asset officer. Where applicable the asbestos register will be updated to include the new information.

Updates to the asbestos register will be communicated to all relevant staff, contractors and tenant/users and the public where applicable.

MONITORING AND INSPECTION

Council will ensure formal visual inspections of all structures containing known ACMs. These inspections will be carried out as stipulated within the Asbestos Register. Details of and from these inspections will be recorded.

Formal visual inspections of retained ACMs will be conducted based on risk rankings, by a Competent Person.

Any damaged or deteriorated materials found will be reported according to the procedures detailed earlier in this plan.

WORKS AND VISITOR PROTOCOLS

A workplace is defined under the HSW Act (2015) as "a place where work is being carried out, or is customarily carried out, for a business or undertaking; and includes any place where a worker goes, or is likely to be, while at work. In this section, **place** includes—a vehicle, vessel, aircraft, ship, or other mobile structure; and any waters and any installation on land, on the bed of any waters, or floating on any waters."

"A PCBU with management or control of a workplace must ensure that a copy of the asbestos management plan for the workplace is readily accessible to a—

- (a) worker who has carried out, carries out, or intends to carry out work at the workplace; and
- (b) Representative of a worker referred to in paragraph (a); and
- (c) PCBU who has carried out, carries out, or intends to carry out work at the workplace; and
- (d) PCBU who has required, requires, or intends to require work to be carried out at the workplace."

Health and Safety at Work (Asbestos) Regulations 2016, Section 13, Clause 5

“Worker’ includes the workplace PCBU’s employees, contractors, subcontractors, their employees, trainee workers, people doing work experience, volunteers or PCBUs with a Class A or Class B asbestos removal licence.” Approved Code of Practice for the Management and Removal of Asbestos [HSWA:2015]

Tenants/Users and Visitors

Where activities of tenants/users and visitors of Council owned structures are likely to disturb ACM, visible signage will be put in place.

Contractors and Service Providers

Service providers carrying out any works on Council facilities and properties will be required to access and review the asbestos survey, register and plan before undertaking any work.

Emergency Services

Emergency Services personnel attending site should be given access to the asbestos survey, register and plan wherever practicable.

REFURBISHMENT OR DEMOLITION WORKS

Where Council commissions any construction works involving an upgrade, refurbishment or demolition work, a refurbishment or demolition survey will be undertaken as necessary to locate and describe, as far as is reasonably practicable, all ACMs in the area where the work will take place.

This will be undertaken in accordance with the requirements of the HSWA (2015) and HSW (Asbestos) Regulations 2016 and Management and Removal of Asbestos Approved Code of Practice.

Where necessary, Council will seek further advice and guidance from MBIE and Worksafe NZ.

ASBESTOS WORKS AND REMOVALS

Council will ensure that any works undertaken involving ACMs will be carried out within the requirements of the HSW (Asbestos) Regulations 2016.

Control measures will be detailed in the method statement provided by the contractor.

Where ACMs are to be removed or encapsulated etc, the Council will be require a copy of the contractor’s method statement etc. The Council will confirm with the service provider the Council’s willingness to proceed and will update Council records/Asbestos Register accordingly following completion of the asbestos related works.

MANAGEMENT SURVEY OF COUNCIL STRUCTURES

Surveys of Whakatane District Council structures have been conducted by Places and Open Spaces Staff over the period 1st April 2017 to 30th November 2017. The surveys include a risk assessment and recommendation for future control measures through a material and priority assessment tool. Results of surveys are recorded in the Whakatane District Council Asbestos Register, maintained by Places and Open Spaces and held at the Whakatane Civic Centre.

MATERIAL AND PRIORITY ASSESSMENT TOOL

This tool is drawn from the United Kingdom's Health and Safety Executive, (documents HSG264 and HSG227). The rating algorithm developed within these documents provides a clear and objective indication of the potential asbestos risks posed in individual council structures. The use of this tool is validated by Worksafe New Zealand in "A Code of Practice – Management and Removal of Asbestos (Appendix B)" and "Worksafe Construction: Conducting Asbestos Surveys (Appendix E)".

This methodology plays a crucial role in asbestos risk assessment as it focuses the process on a weighted mix of criteria. It also improves the consistency of assessments and provides for objective decision-making.

Five streams of criteria are used in the assessment tool. These are broken into a material assessment and a priority assessment.

The material assessment looks at the type and condition of the (ACM), and the ease with which it will release fibres if disturbed.

Building product type, Extent of damage/deterioration, Surface type/treatment, Asbestos type

The priority assessment looks at the likelihood of someone disturbing the ACM.

Normal occupant activity, Likelihood of disturbance, Human exposure potential, Maintenance activity

Combining the material and priority assessment numbers provides a score between 0 and 24, which then relates to a risk category between A, B, C or D. The category assigned provides guidance as to what action needs to be taken on the relevant structure to eliminate or minimise the risk posed by ACM.

RISK CATEGORY AND CONTROL MEASURES

All Council buildings have been assessed and a risk category assigned to each where ACM was identified or believed to exist. The control measures are commensurate with the respective risk categories. The description of the Risk Categories and Control measures are as follows:

Category A (Score 17 or greater)

Category A items identified at survey have been reported by the asbestos surveyor and immediate remedial action taken. Category A items identified in the future, through register review, prior oversight or damage, are to be reported and immediately rectified through normal council maintenance processes. Any friable, unstable ACM must be treated as a category A risk.

Materials in this category warrant URGENT consideration. IMMEDIATE PLANS FOR REMOVAL of the asbestos concerned should be implemented, or at least rapid sealing of the affected area.

Category B (Score 13 to 16)

Category B risks are characterised by an elevated risk due to likely disturbance and the control measure is designed to reduce or eliminate the possibility of disturbance.

Situations within this category still warrant URGENT consideration, as any slight worsening in any one of a number of contributing factors will result in deterioration. It may be necessary for the asbestos to be REMOVED ON A PROGRAMMED BASIS; emergency repair and sealing operations should be undertaken where any deterioration or damage occurs.

Category C (Score 8 to 12)

Category C items are programmed for removal prior to a time of likely disturbance for another purpose, such as renovation. Management decision is necessary as to when this should be done.

Situations within this category DO NOT POSE AN IMMEDIATE RISK and the likelihood of fibre release is low under existing conditions. It would be most appropriate to monitor the situation, as deterioration may occur over time. Materials within this category SHOULD BE INSPECTED ON A YEARLY CYCLE to ascertain any change in circumstances which could require reassessment of priority rating.

Category D (Score 7 or under)

These items are low risk due to good condition with a low probability of disturbance and need only future management and monitoring. In general they are well bonded, for example in a cement matrix, stable and relatively inaccessible.

Situations within this category are LOW PRIORITY. Materials within this category SHOULD BE INSPECTED ON A TWO YEARLY INSPECTION CYCLE to ascertain any change in category.

MONITORING AND MANAGEMENT

The following elements of monitoring and management are all requirements under the code of practice. The implementation of the possible management controls will be determined by the risk category and control measures determined through the asbestos survey.

Labelling and Signage

1. Labels in plant rooms only
2. All remaining ACM is labelled and signs are placed at all entry points
3. No labelling considered necessary as all areas are access controlled and remaining ACM is strongly bonded
4. Although public access is relatively unrestricted, no labelling or signage is considered appropriate as cautionary text may raise undue concern or lead to heightened incidence of malicious vandal damage.

Access

1. Access controlled by logged permit
2. Access controlled by security card, no public access
3. No access restriction required as all remaining ACM is well bonded and unlikely to be disturbed
4. No access restriction required as full signage and labelling is present

Work Permits

1. Work permits not considered necessary as all remaining ACM is labelled
2. Work permits not considered necessary as all remaining ACM is in restricted access areas
3. Work permits required – controlled by Building Manager

Log Books

1. Log book is maintained by the Building Manager and all work permits are logged
2. Log books not considered necessary as all remaining ACM is well bonded and unlikely to be disturbed
3. Log books not considered necessary as full signage and labelling is present

RECORDING WORK ON ACM

Work done on ACM that materially changes a register entry is to be recorded in the asbestos register and will include details of:

- The company conducting the work
- The date of the work
- The scope of the work done
- Any clearance certificates

REVIEWS

- Register
 - To **be reviewed every five years** or when a change to the register is necessary.

- Asbestos Management Plan
 - **To be reviewed every five years** or when a change to the register has been recorded, to ensure effectiveness of management processes in:
 - Preventing exposure to airborne asbestos fibres;
 - Controlling maintenance workers and contractors;
 - Highlighting the need for action to maintain or remove ACM;
 - Raising awareness among all workers; and
 - Maintaining the accuracy of the register of ACM.

Appendix B – Examples of acceptable asbestos stickers/ labels to be used

Examples of acceptable asbestos stickers/ labels to be used

The following examples of labels/ stickers are suitable for use within Council premises as part of the management control procedures outlined within this Asbestos Management Plan.

These examples are not extensive and other appropriate stickers/ labels may be used.

