

Coordinating Agency:

Department of Labor/Occupational Safety
and Health Administration

Cooperating Agencies:

Department of Defense
Department of Energy
Department of Health and Human Services
Department of Homeland Security
Environmental Protection Agency

INTRODUCTION

Purpose

The Worker Safety and Health Support Annex provides Federal support to Federal, State, tribal, and local response and recovery organizations in assuring response and recovery worker safety and health during incidents requiring a coordinated Federal response.

Scope

This annex provides supplemental assistance to Federal departments and agencies, and State, tribal, and local governments, to support and facilitate the protection of response and recovery worker safety and health during an incident requiring a coordinated Federal response. This annex describes the technical assistance resources, capabilities, and other support to ensure that response and recovery worker safety and health risks are anticipated, recognized, evaluated, communicated, and consistently controlled. This annex addresses the coordination and provision of technical assistance for worker safety and health management activities; it does not address public health and safety.

- This annex describes coordination mechanisms, policies, and processes to provide technical assistance for response and recovery worker safety and health management activities that include anticipation, identification, and mitigation of response and recovery risks and hazards. These mechanisms also include the assessment and analyses of health risks from occupational exposures, to facilitate incident risk management for response and recovery workers.
- This annex is structured to provide technical assistance and support for response and recovery worker safety and health in the changing requirements of domestic incident management to include preparedness, prevention, response, and recovery actions. Activities within the scope of this function include development of health and safety plans; identifying, assessing, and controlling health and safety hazards; conducting response and recovery exposure monitoring; collecting and managing data; providing technical assistance and support for personal protective equipment programs, incident-specific response and recovery worker training, and medical surveillance; providing exposure and risk management information; and providing technical assistance to include industrial hygiene expertise, occupational safety and health expertise, engineering expertise, and occupational medicine expertise.

Policies

- This annex does not replace the responsibilities of private-sector and Federal, State, tribal, and local government employers; rather, it ensures that assistance is available to meet those responsibilities in incidents requiring a coordinated Federal response.
- The Assistant Secretary for Occupational Safety and Health within the Department of Labor (DOL) coordinates this annex's national preparedness, response, and recovery actions.

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- This annex may be implemented for incidents requiring a more robust coordinated Federal response. This annex provides Federal support when an incident overwhelms State, tribal, and local government capabilities and/or when other departments or agencies within the Federal Government require assistance.
- This annex includes planning and preparation to ensure the health and safety of response and recovery workers. Further, this annex provides a consistent approach to response and recovery worker protection in preparation for, and during, an incident requiring a coordinated Federal response.
- When implemented, this annex will prioritize safety and health actions in cooperation with Federal departments and agencies, and with State, tribal, and/or local governments and in coordination with the Federal Coordinating Officer (FCO).
- Several Federal and State agencies, including DOL/Occupational Safety and Health Administration (OSHA) and the Environmental Protection Agency (EPA), have oversight authority for response and recovery workers and response operations. While these agencies retain their authorities, they are expected to work cooperatively and proactively with Federal, State, local, and private-sector response and recovery workers to ensure the adequate protection of all response and recovery workers.

CONCEPT OF OPERATIONS

General

This annex coordinates Federal occupational safety and health assets to be provided to Federal, State, tribal, and local response and recovery workers to support the overall response and recovery operations. In conjunction with the affected States, Federal agencies, and tribal and local governments, this annex coordinates the provision of support for overall risk management to ensure actions are taken to protect the health and safety of emergency response and recovery workers.

The annex coordinating agency resolves technical or other disputes involving worker safety and health. In the case of a dispute that cannot be resolved by this support annex, DOL/OSHA will summarize the disputed areas for presentation to the FCO and/or the Assistant Secretary for DOL/OSHA for resolution.

ORGANIZATION

Headquarters Level

At the Federal Headquarters level, this annex operates under the direction and leadership of the Assistant Secretary for Occupational Safety and Health.

This annex's coordinating agency provides staff to support the National Response Coordination Center (NRCC) and the Incident Management Planning Team (IMPT).

Regional and Field Level

DOL/OSHA

The OSHA Regional Administrator is the regional leader for this annex.

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The OSHA Regional Administrator provides staff to coordinate the provision of support activities for this annex at the Regional Response Coordination Center (RRCC) and the Joint Field Office (JFO).

Within the JFO, the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) Disaster Safety Officer (DSO) ensures that the FCO receives accurate and timely safety and health information and technical assistance to ensure the safety of the DHS/FEMA staff and personnel in the JFO and other FEMA-managed facilities.

The coordinator for this annex ensures the FCO, the Unified Coordination Group, and the Chief of Staff have consistent, accurate, and timely worker safety and health information for theatre-wide operations, and coordinates the delivery of Federal worker safety and health technical assistance and resources to Federal, State, tribal, and local responders. The coordinator for this annex convenes and chairs the JFO's Interagency Safety and Health Committee. This committee is made up of representatives from the various agencies (including Federal, State, tribal, and local response organizations) within the JFO and coordinates the worker safety and health program among the various agencies.

When activated, both the FEMA DSO and the coordinator for this annex make up the safety function on the JFO Coordination Staff. Further, when implemented, this annex will be represented within the Operations and Planning Sections of the JFO. Additionally, staff of this annex may serve as technical specialists in other JFO elements as required.

DOL/OSHA Area Offices throughout the country will provide situational awareness necessary for the mitigation of response and recovery worker risk reduction prior to and following an incident.

When implemented, this annex will coordinate with Federal, State, tribal, local, and if necessary, private-sector officials to determine potential needs for worker safety and health support. Staff from this annex will participate on emergency response teams as requested.

PRE-INCIDENT COORDINATION

Worker Safety and Health Coordination Committee

The Worker Safety and Health Coordination Committee provides the identification and integration of response and recovery worker safety and health assets needed for emergency planning and preparedness.

The Worker Safety and Health Coordination Committee is comprised of representatives of DOL/OSHA and the cooperating agencies. DOL/OSHA coordinates this group through regular meetings and interagency exercises. It serves as the forum to ensure that the representatives of the occupational safety and health programs from the cooperating agencies understand how worker safety and health will be coordinated during activations, as well as the availability of resources provided by this support annex.

The coordinating agency for this annex will be a member of the Emergency Support Function (ESF) Leaders Group and will report on response and recovery worker safety and health issues.

INITIAL ACTIONS

DOL/OSHA Headquarters

Upon notification of a potential or actual incident:

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- The OSHA Assistant Secretary or authorized representative, within 2 hours of notification, alerts the headquarters and regional points of contact for this annex as required, ensuring that all internal DOL/OSHA parties are fully informed of developments;
- DOL/OSHA alerts cooperating agencies, as required;
- The OSHA Assistant Secretary or authorized representative provides support to Federal agencies engaged in the response as requirements are identified; and
- The OSHA Assistant Secretary or authorized representative ensures that representatives of this annex staff the NRCC as required.

DOL/OSHA Region

- The OSHA Regional Administrator (RA) or authorized representative assumes control of operations for this annex in the affected regions.
- The RA deploys a representative to the RRCC.

INCIDENT-RELATED ACTIONS

The coordinating agency for this annex convenes appropriate agency representatives as soon as possible, and within 2 hours of notification if possible, to develop a plan for providing the support required. The particular support provided will be dependent upon the scope, complexity, and specific hazards associated with the incident and the needs of the response and recovery organizations. Specific requests for assistance will be coordinated with DHS/FEMA and defined in mission assignments. The following describes general functional support that can be provided under this annex:

Incident Actions

Activities within this annex include but are not limited to those listed below.

Worker Safety and Health Needs Assessment

- Providing occupational safety and health technical advice and support to the JFO Command Staff, the Interagency Safety and Health Committee, and, if appropriate, at incident sites. When implemented, this annex will coordinate with Federal, State, tribal, and local officials to determine potential needs for worker safety and health support. DOL/OSHA will participate on the emergency response teams, as requested.
- Identifying and assessing health and safety hazards and analysis of the incident environment, including response and recovery worker safety monitoring, as necessary.
- Assessing response and recovery worker safety and health resource needs and identifying sources for those assets.
- Providing technical assistance to include industrial hygiene expertise, occupational safety and health expertise, engineering expertise, and occupational medicine.

Health and Safety Plans

- Managing the development and implementation of a site-specific health and safety plan (HASP) and ensuring that plans are coordinated and consistent among multiple sites, as appropriate. The HASP outlines the basic safety and health requirements for workers

involved in response and recovery operations. Elements of the HASP are typically integrated into the Incident Action Plans and other plans used by the response and recovery organizations.

Safety and Health Assessment

- Managing, monitoring, and providing support and assistance in the monitoring of response and recovery worker safety and health hazards. The scope of actions include providing onsite identification, analysis, and mitigation of safety hazards; identification and analysis of the response and recovery worker health hazards by personal exposure monitoring, as needed, including task-specific exposure monitoring for chemical and biological contaminants and physical stressors (e.g., noise, heat, cold, ionizing radiation); and the evaluation of risks from prevalent and emergent hazards.

Personal Protective Equipment

- Managing, monitoring, and/or providing technical advice and support in developing, implementing, and/or monitoring an incident personal protective equipment (PPE) program, including the selection, use, and decontamination of PPE.
- In coordination with ESF #7 – Logistics Management and Resource Support and FEMA Logistics, providing technical assistance and support for response and recovery worker access to required PPE and the supplemental distribution of such PPE on an ad-hoc basis.
- Providing assistance in the implementation of a respiratory protection fit-test program when required.

Data Management

- Providing technical assistance and support in coordinating the collection and management of data such as response and recovery worker exposure data, or OSHA 300 (or equivalent) accident/injury documentation data to identify trends and facilitate data-sharing among response organizations.

Training and Communication

- Coordinating and providing incident-specific response and recovery worker training.
- Communicating worker safety and health information to response and recovery workers, labor unions, employers, contractors, and other organizations, especially those providing skilled support.
- Providing technical assistance and support in the development and distribution of materials for the prevention, awareness, and abatement of safety and health hazards.

Response and Recovery Worker Health and Medical Surveillance

- In coordination with ESF #8 – Public Health and Medical Service, providing technical assistance, advice, and support for medical surveillance and monitoring as required by regulation (e.g., asbestos and lead) and evaluating the need for longer term epidemiological followup and medical monitoring of response and recovery workers.
- Providing technical assistance and advice on identifying appropriate immunizations and prophylaxis for response and recovery workers.

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- Providing technical assistance and support for maintenance of psychological resiliency of response and recovery workers.

POST INCIDENT

This annex will facilitate a critique of operations to compile “lessons learned” related to response and recovery worker safety and health issues.

RESPONSIBILITIES

Coordinating Agency: DOL/OSHA

- Provides coordination of technical support for response and recovery worker safety and health.
- Leads the resolution of technical, procedural, and risk assessment conflicts, if necessary through formal recourse to the JFO Coordination Group.
- Is responsible for carrying out the policies identified in this annex.
- Is responsible for the actions of its subtasked agencies involved in meeting the needs of an incident.
- Chairs the Worker Safety and Health Coordination Committee and the JFO Interagency Safety and Health Committee.
- Captures and manages incident exposure and injury/illness data for effective use of resources during and after the incident.
- Subtasks cooperating agencies as deemed necessary to most effectively support the needs of the incident and the objectives of mission assignments.

COOPERATING AGENCIES

Agency	Functions
Department of Defense (DOD)/ U.S. Army Corps of Engineers (USACE)	<ul style="list-style-type: none">• When DOD/USACE is mission assigned to provide ice, water, emergency power, debris removal, temporary housing, temporary roofing, or structural safety assessment, it deploys Safety and Occupational Health (SOH) professionals to the incident location to provide technical assistance to USACE assets.• USACE SOH professionals coordinate with DOL/OSHA and other ESF cooperating agencies to ensure the implementation of coordinated, effective worker safety and health activities in support of the Incident Command System as established in the <i>National Incident Management System</i>.• DOD/USACE provides emergency location SOH support through utilization of its worldwide SOH Functional Planning and Response Teams.

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Agency	Functions
<p>Department of Energy (DOE)</p>	<p>Functions pertaining to DOE are identified in ESF #12 – Energy, in ESF #10 – Oil and Hazardous Materials Response, and in other applicable <i>National Response Framework</i> ESFs. DOE maintains the Federal Radiological Monitoring and Assessment Center (FRMAC), the Radiological Assistance Program (RAP), Aerial Measurement Systems (AMS), the Atmospheric Release Advisory Capability (ARAC), and the Radiation Emergency Assistance Center/Training Site (REAC/TS). Each of these DOE elements consists of deployable responder assets to a radiological incident upon request of a local, State, or other Federal agency. These assets may be individually deployed, or under the FRMAC, in conjunction with EPA, or DOE response teams.</p>
<p>Department of Health and Human Services (HHS)</p>	<p>National Institute for Occupational Safety and Health (NIOSH)</p> <ul style="list-style-type: none"> • HHS/NIOSH provides technical support and expertise in the characterization of complex, unknown, and multiple-contaminant worker exposures. • HHS/NIOSH and DOL/OSHA collaborate in all areas and ensure that their collective safety and industrial hygiene assets are aligned to produce consistent, vetted advice to the incident command structure. <p>Agency for Toxic Substances and Disease Registry (ATSDR): Under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), section 104(i) (42 U.S.C. 9604(i)), HHS/ATSDR is required to cooperate with HHS/NIOSH and DOL/OSHA to provide information and technical support on: the toxic effects of chemicals based on peer-reviewed studies; emergency medical management information specific to potential exposures; worker protective measures, including selection of appropriate respiratory protection and chemical protective clothing; action levels to upgrade the protective ensemble; and appropriate means of monitoring hazards during response actions as defined in CERCLA.</p> <p>National Institute of Environmental Health Sciences: The Superfund Amendments and Reauthorization Act of 1986 (Title 42 U.S.C. section 9660a) established, under section 126(g), the Worker Education and Training Program (WETP) as an assistance program for the training and education of workers engaged in activities related to hazardous waste removal, containment, and emergency response. The program is managed by HHS/NIEHS and provides:</p> <ul style="list-style-type: none"> • Training technical assistance such as instructional staff, curriculum-development experts, subject-matter experts, and professional staff. • Safety training to worker target populations with respect to the nature and location of the incident and the particular hazards. • Assistance and support in the development and delivery of site-specific health and safety training through appropriately qualified WETP awardee instructional staff. • Assistance such as respirator fit-testing and distribution of PPE.
<p>Department of Homeland Security</p>	<p>U.S. Coast Guard (USCG): Functions performed by DHS/USCG are identified in ESF #10 and other applicable ESFs.</p> <p>DHS/FEMA Office of Occupational Safety and Health: FEMA Safety's oversight extends to the DHS/FEMA employees (including direct contractors, administrative support, etc.), and any employee working at DHS/FEMA-managed facilities (e.g. JFO or a Disaster Recovery Center). The specific roles and responsibilities of FEMA's Office of Occupational Safety and Health are specified in the interagency agreement with DOL/OSHA that establishes standard operating procedures for the activation of DOL/OSHA and the implementation of this annex.</p>

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Environmental Protection Agency (EPA)	EPA provides health and safety technical advice for the Hazardous Waste Operations and Emergency Response (HAZWOPER) standard for State and local employees engaged in hazardous waste operations (as defined in 20 CFR 1910.120(a)) in States that do not have a State Plan approved under section 18 of the Occupational Safety and Health Act of 1970. EPA can also provide health and safety expertise for oil and hazardous materials response under the National Oil and Hazardous Materials Pollution Contingency Plan (NCP, 40 CFR Part 300) and/or ESF #10. This expertise is provided in the following areas: hazard analysis and assessment of worker exposure, hazard evaluations, development of incident-specific HASPs, and data management.
Other Responding Organizations	Other Federal, State, tribal, and local government agencies, as well as private-sector organizations with response and recovery workers at the incident location, provide technical support and expertise in accordance with their agency's mission and responsibilities, in coordination with DOL/OSHA and cooperating agencies. Organizations lacking safety and occupational health technical expertise are expected to provide liaisons to the JFO Coordination Group safety staff, attend appropriate safety briefings, identify issues regarding potential hazards, and communicate those issues to their response and recovery worker personnel and to the JFO Safety Coordinator/Incident Command Post Safety Officer.