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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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MANUAL TRANSMITTAL SHEET

Subject

1112 - SAFETY (Public)

1. Explanation of Material Transmitted: this release transmits a new Manual Section. The previous 1112 Section, release 1-1599, was deleted by IM 96-147, Change 1. This section provides the policy and program direction for the Safety Program.
2. Reports Required: None
3. Material Superseded: 1112 (Rel 1-1599)
4. Filing Instructions: File as directed below.

REMOVE:

None

INSERT:

1112 (6-16-00)

(Total: 16 Sheets)



Warren Johnson
Assistant Director-Human Resources Management

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H-1112-1 - Safety and Health Management

H-1112-2 - Safety and Health for Field Operations

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.01 Purpose. This Manual Section sets forth the policies, minimum requirements, and roles and responsibilities for establishing and implementing a Safety and Occupational Health Management Program (Program) in the Bureau of Land Management (BLM). It addresses statutory requirements and management concerns for both employees and the general public. The increasingly complex and diverse activities on the public lands require a comprehensive risk management plan promoting hazard identification and reduction. Specific Program components are covered in this Manual Section, in BLM Manual Handbook 1112-1, Safety and Health Management, and in BLM Manual Handbook 1112-2, Safety and Health for Field Operations.

.02 Objectives.

- A. Prevent loss of life and harm to people and minimize damage to property, operations, or the environment, by implementing a Program of rules and standards; training and education; safety and health promotions; hazard identification and abatement; accident prevention and investigation; and management controls and evaluation.
- B. Increase the efficiency of the BLM operations by reducing personal injuries, equipment damage, and tort claim costs.
- C. Provide a safety and health training structure to meet changing operational needs with emphasis on maintaining a highly qualified cadre of safety and occupational health professionals and collateral duty personnel.
- D. Provide a program evaluation process to determine the effectiveness of safety and health management within the BLM.

.03 Authority.

- A. Public Law 5-784 "Accounting and Auditing Act of 1950" (31 U.S.C. 3512), as amended by Public Law 97-255 "Financial Manager's Financial Integrity Act of 1982," which requires effective management control systems to prevent the loss of life, personal injury, or loss/damage to property or equipment.
- B. Public Law 91-596, "Occupational Safety and Health Act of 1970" (Act), Section 19.

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C. Public Law 94-579 "Federal Land Policy and Management Act of 1976" (43 U.S.C. 1701).

D. Executive Order (EO) 12196, "Occupational Safety and Health Programs for Federal Employees," and subsequent Executive Orders issued pursuant to Section 19 of the Act or Sections 7901, 7902, and 7903 of Title 5 of the United States Code (U.S.C.).

E. Code of Federal Regulations (CFR), Title 29, Chapter XVII, Occupational Safety and Health Administration (OSHA), Part 1910, "Occupational Safety and Health Standards"; Part 1926, "Safety and Health Regulations for Construction"; Part 1960, "Basic Program Elements for Federal Employee Occupational Safety and Health Programs and Related Matters".

F. Code of Federal Regulations, Title 43, Chapter II, Bureau of Land Management, Part 2920.7, Terms and Conditions, and Part 8360, Visitor Services.

G. Other applicable safety and occupational health standards and directives, that are issued by Federal agencies other than OSHA, such as the Nuclear Regulatory Commission (NRC), Department of Transportation (DOT), and the Federal Communications Commission (FCC).

H. Departmental Manual (DM), Part 485, "Safety and Health Program."

.04 Responsibility.

A. The Director and Deputy Director are responsible for:

1. Providing each BLM employee and volunteer a safe and healthful work environment, free from recognized safety and health hazards.
2. Requiring safety and health risk management at all BLM facilities, work sites, and operations on the public lands, to meet the unique Program needs and responsibilities of the BLM.
3. Ensuring accountability for effectively fulfilling Program requirements through the BLM Employee Performance Plan and Results Report (EPPRR).

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4. Promoting the safety, health, and well-being of employees, volunteers, contractors, and the visiting public.
5. Appointing a Designated Agency Safety and Health Official (DASHO) to exercise Bureauwide leadership for the Program.

B. The DASHO is responsible for:

1. Exercising the authority and responsibility of the Director for establishing and effectively implementing the Program within the BLM by promulgating this Manual and other Program policies, procedures, and controls.
2. Managing the priority setting processes to reflect adequate funding and staff at all organizational levels in the BLM pursuant to 29 CFR 1960.6, .7, and .8, to effectively carry out the requirements of this Manual Section and support national, Departmental, and Director risk management priorities.
3. Advocating Program initiatives and reporting accomplishments to the Director and Executive Leadership Team (ELT).
4. Submitting to the Department of the Interior (DOI) an Annual Safety and Health Action Plan (Plan) and interim and annual progress reports on the BLM's implementation of its Plan and other Program accomplishments.

C. The Bureau Safety Manager is responsible for:

1. Serving as the principal staff authority in the BLM on all laws, regulations, codes, standards, procedures, and special situations pertaining to all aspects of safety, occupational health, and risk management.
2. Consulting with other public and private sector entities concerning complex, high-risk issues, and recommending the position the BLM's management should take.
3. Developing safety and occupational health policies, recommending loss control strategies and priorities, and promulgating special emphasis program directives for Bureauwide application.
4. Actively participating in the budget process and priority setting processes by articulating Bureauwide Program issues and resources needed to support current and future Program initiatives.

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5. Coordinating the development of the Annual Safety and Health Action Plan and Program budget in conjunction with the budget process.
6. Providing technical support for the automated Safety Management Information System (SMIS) to support the BLM and the DOI needs for collecting, assimilating, and analyzing accidents/incidents (employee, contractor, or public).
7. Developing and/or administering contracts and agreements to support special emphasis programs as needed, such as hazardous materials handling, visitor safety, mandatory training, occupational health services, and safety and health promotion.
8. Serving as, or appointing, team leader(s) for evaluations, audits, serious accident investigations, and formal facilities inspections.
9. Investigating and/or recommending adequate and reasonable resolutions of employee reports of accidents or unsafe/unhealthful working conditions appealed to the BLM DASHO.
10. Providing technical assistance on field requests for hazard pay determination.
11. Managing a safety intern program to provide a source of qualified safety professionals and providing technical advice to the field where intern programs are being utilized.
12. Assisting State officials with selection of State Safety Managers by developing candidate rating criteria and reviewing applicant qualifications to help develop a list of the most highly qualified candidates.

D. The Assistant Directors, State/Center Directors, and Field Managers are responsible within their respective areas of jurisdiction for:

- _____ 1. Ensuring compliance with this Manual Section, Handbooks, and all supplemental Program directives.
2. Eliminating or minimizing physical or environmental conditions which are causing, or which have the potential to cause harm to persons, property, or the environment.
3. Directing appropriate corrective action to be taken if hazards are found, including temporarily suspending an operation or evacuating an area if an imminent danger is found, and initiating immediate corrective/protective actions.

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4. Providing sufficient resources for safety and occupational health activities including, but not limited, to the following:
 - a. Safety and health professional, technical, and clerical personnel to efficiently implement and administer the Program at all organizational levels, including necessary Program support costs such as equipment, training, travel, technical information, and promotional materials.
 - b. Adequate funds to provide timely abatement of known hazards and potentially unsafe or unhealthful working conditions.
 - c. Contractual services to provide and/or supplement safety and health training, occupational health services, and safety and health promotion.
 - d. Adequate personal protection (equipment, devices, and clothing) for all employees exposed to known or potentially hazardous working conditions, provided that engineering or administrative controls cannot be implemented.
5. Selecting, with the advice of the Bureau Safety Manager, a Safety and Health Manager (GS/GM-018 series) to exercise the Program responsibilities (cited in .04F) in each State Office and, as a minimum, designating a Safety and Health Coordinator for each Field Office/Center.
6. Providing training for safety professionals and collateral duty safety officers to meet minimum essential core competencies.
7. Documenting, through the BLM EPPRR system, each manager's and supervisor's responsibility and accountability for effectively fulfilling Program requirements.

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8. Establishing a State Safety Management Committee, chaired by a senior management official who reports directly to the State Director, which meets at least twice annually, that will:

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- a. Review Program performance and recommend corrective or remedial procedures to the State Director.
 - b. Review selected accidents and incidents for lessons learned and recommend corrective actions to the State Director.
 - c. Perform other Program related tasks as assigned by the State Director.

9. Ensure that each District and/or Field Office has a Safety Committee, chaired by the Field Office Manager or Assistant Field Office Manager, that performs the duties listed in .04D8.

10. Promote the safety, health, and well-being of employees, volunteers, contractors, and the visiting public.

E. Managers and Supervisors are responsible for:

- 1. Providing their employees and volunteers with the direction, training, motivation, equipment, and controls necessary to safely perform their assigned tasks in compliance with Public Law and Federal, the DOI, and the BLM standards and policy.
- 2. Managing the budget and priority-setting processes to assure adequate funding to carry out their responsibilities under this Manual Section and budget directives.
- 3. Securing the required safety and health training, pursuant to 29 CFR 1960, Subpart H, for themselves, employees, and volunteers.
- 4. Monitoring and inspecting operations and work sites for unsafe acts and conditions and promptly taking appropriate preventive and corrective measures.
- 5. Promptly investigating and reporting all job-related accidents/incidents that result in or have the potential to cause fatalities, injuries, illnesses, property or environmental damage. All such reports will be electronically submitted into the SMIS at Internet address: www.smis.doi.gov.

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6. Requiring employee accountability for safe and healthful work practices and recognizing those who demonstrate exemplary safety and health attitudes and achievements.
7. Promulgating and enforcing all required safety and health stipulations, in all contracts, leases, and land use authorizations.
8. Providing for employee participation in the Program, including official time for participation on safety committees and exercising protected rights without interference, reprisal, or coercion.
9. Assuring that the risk management process is integrated into all major policies, management decisions, and the planning and performance of every job.

F. State Safety and Health Managers are responsible for:

1. Serving as the primary administrative and technical staff authority for all aspects of safety and occupational health. Advising and supporting the management team, supervisors, employees, State safety professionals, and Collateral Duty Safety Officers (CDSOs) in developing the Annual Safety and Health Action Plan; accomplishing program requirements pursuant to this Manual Section; and preparing budgets and funding requests.
2. Documenting program needs for the budget priority-setting processes, advocating new Program initiatives, and managing funding and staffing levels.
3. Operating an automated SMIS to support requirements for collecting, assimilating, and analyzing accidents/incidents (employee, contractor, or public) involving fatalities, injuries, illnesses, and property damage related to the BLM's operations, facilities, and the public lands.
4. Providing an overview for managers, supervisors, and Contracting Officer's Representatives (COR) of all operations to identify hazards and ascertain that safety and health standards are being observed, and recommending corrective actions if they are not.
5. Temporarily suspending any operation and/or evacuating any area which poses an imminent danger to employees, volunteers, contractors, the visiting public, or property, and advising on immediate and long-term corrective/protective actions.

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6. Developing and/or delivering safety training and employee certification programs on the use of specific vehicles, tools, and equipment.
7. Developing and/or administering contracts and agreements to support special emphasis programs, including training, hazardous materials management, visitor safety, occupational health services, and safety and health promotion.
8. Serving as team leader/member for evaluations, accident investigations, and facilities inspections.
9. Conducting or ensuring Field Offices are inspected annually.
10. Conducting Program evaluations of Field Offices at least once every 3 years.
11. Assisting managers and supervisors in the resolution of employee reports/concerns related to unsafe and unhealthful working conditions.
12. Ensuring all OSHA-required records and the DOI and the BLM reports are maintained in the prescribed format.

G. Full-time District and/or Field Office Safety and Health Specialists are responsible within their respective areas of jurisdiction for:

1. Serving as the administrative and technical staff lead for all aspects of safety and occupational health including: advising and supporting the management team, supervisors, Contracting Officer's Representatives, Collateral Duty Safety Officers (CDSO), and employees; implementing the Annual Safety and Health Action Plan; accomplishing Program requirements pursuant to this Manual Section; and preparing budgets and funding requests.
2. Documenting Program needs for the budget priority-setting processes to assure the effective accomplishment of Program requirements at the local level.

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3. Conducting annual safety and health inspections of all facilities in their areas, recommending corrective actions; monitoring abatement; conducting or arranging for appropriate safety and health training; and participating in the investigation of employee, visitor, and property damage accidents.
4. Temporarily suspending any operation and/or evacuating any area which poses an imminent danger to employees, volunteers, contractors, the visiting public, or property, and advising on immediate and long-term corrective/protective actions.
5. Providing assistance in developing and delivering safety training and employee certification programs for use of specific vehicles, tools, and equipment.
6. Developing and/or administering contracts and agreements to support special emphasis programs, including training, hazardous materials management, visitor safety, occupational health services, and safety and health promotions.
7. Assisting managers and supervisors in the resolution of employee reports/concerns related to unsafe and unhealthful working conditions.
8. Ensuring all OSHA-required records and the DOI and the BLM reports are maintained in the prescribed format.
9. Participating in Field Office Safety Committees and ensuring that appropriate records are kept of the meetings.

H. Collateral Duty Field Office Safety and Health Coordinators are responsible for those duties listed in .04G, which are necessary to implement the Program at their location.

I. Special Emphasis Collateral Duty Safety Officers are responsible for:

1. Serving as the administrative and technical specialist for safety in a specialty area, such as water craft, weapons, or aviation safety.

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2. Developing policy recommendations, specialty safety plan elements, training programs, and carrying out the requirements associated with that specialty.
3. Coordinating appropriate employee training and providing/developing safety and certification for use of equipment and tools associated with that specialty.
4. Documenting program needs for the specialty area for inclusion in work plans, action plans, guidance, and directives.
5. Conducting, coordinating, or participating in the investigation of serious employee or visitor accidents or property damage as directed by the Bureau Safety Manager.
6. Assisting the Bureau Safety Manager, or their designee, in the resolution of specialty issues or concerns affecting the Bureau as a whole.

J. All Employees are responsible for:

1. Complying with applicable work rules, practices, and procedures.
2. Familiarizing themselves with this Manual and any other special safety and health requirements which are applicable to their own jobs and work environments.
3. Using safety devices, personal protective equipment, clothing, and other means provided or directed by recognized authority at all times when necessary for their protection.
4. Reporting unsafe and unhealthful working conditions to management.
5. Participating, on official time, in program activities afforded by Section 19 of the Act, EO 12196, and 29 CFR 1960, without being subjected to restraint, interference, coercion, discrimination, or reprisal.

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6. Reporting every job-related accident/incident to their supervisor that results in, or has the potential to harm people, property, or the environment.
7. Reporting personal conditions that could adversely affect their ability to perform in a safe and healthful manner on the job.

K. Employee Representatives. When a BLM State Office or entity of a BLM State Office has a current contract with a union, the provisions of that contract shall govern whether the union representative will participate in inspections and other safety activities. Management should consult with their labor relations representative to ensure that the union is appropriately consulted on proposed safety rules or regulations.

L. Safety and Health Committees are responsible for:

1. Reviewing the program and advising the head of the organizational unit of possible ways to improve the program.
2. Providing a channel of communication between employees and management to assist managers and supervisors in providing a safe and healthy workplace.
3. Encouraging employees to follow good safety and health practices, both on and off the job.
4. Ensuring that adequate records are kept of all their meetings and activities and submitted to the State Offices/Centers Safety and Health Manager.

.05 References.

- A. 1114 - Volunteers.
- B. 1220 - Records and Information Management.
- C. 1520 - Personal Property Management.
- D. 1525 - Fleet Management.

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E. 1703 - Hazardous Materials Management.

F. 9210 - Fire Management.

G. 9430 - Aviation Safety.

H. Supplemental Guidance. Supplemental guidance is available from many sources in the form of technical and operational publications, national consensus standards, and professional assistance. Use these sources for specific operational activities, equipment selection and use, or total systems. Supplemental guidance must be reviewed by the Safety Manager/Coordinator and the responsible program official, prior to adoption by a specific Bureau activity.

.06 Policy. It is Bureau policy to hold paramount the safety, health, and welfare of its employees, volunteers, contractors, and the visiting public. The Bureau will eliminate or minimize physical or environmental conditions which are causing, or which have the potential to cause harm, to persons, property, or the environment. This policy shall be implemented by including safety and health risk assessment and management procedures as an integral part of every Bureau operation. All Bureau directors, managers, and supervisors are responsible for implementing this policy.

.07 File and Record Maintenance. All safety records will be managed according to established records retention and disposal policies. See BLM Manual 1220, Records and Information Management, for policies and procedures. See General Records Schedule 1 for disposition of accident and OSHA files. See Schedule 10 for disposition of motor vehicle and aircraft files. See Schedule 16 for committee and plan files. See Schedule 18 for safety and security inspection files. See Schedule 23 for general correspondence and reference and working files. The General Records Schedule can be accessed at www.mt.blm.gov/blmgrs.

.08 Organization and Staffing.

A. Safety Managers (GS-018 series) shall be established as permanent, full-time program leads for the National Safety Group, State Offices (SO), and the National Interagency Fire Center (NIFC). They shall have direct access to senior leaders of these organizations for purposes of providing information on the safety program. Further, they will be consulted to ensure risk management considerations are properly integrated into major policy and program decisions that affect the safety and health of the organization.

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B. Either a full-time Safety Specialist (GS-018 series) or a Collateral Duty Safety Officer will be assigned to all offices below the State level. Determination of whether to use full-time or part-time safety personnel will be based upon the number of employees, volunteers, and facilities serviced, and the complexity of issues in the unit.

.09 Relationships to Other Programs.

A. General. The Program provides technical assistance and policy guidance in safety and occupational health to all other BLM programs. This includes integrating risk management procedures into all operations; interpretation of and assistance in the implementation of the applicable safety and health codes, regulations, and standards; employee and management training in safety and health requirements, accident investigations, and industrial hygiene; fire safety inspections of all existing or planned structures and assisting in developing and implementing corrective action where required; and supporting field employees in promoting visitor safety programs.

B. Other Programs with Safety Components. Some BLM operations have specialized safety and health issues with safety professionals assigned to support that specific operation. Fire Management and Aviation are two examples. The Program provides overview, technical assistance, and support to these operations as necessary.

C. Hazardous Materials Program. The Safety and Health Program provides technical assistance concerning the acquisition and use of hazardous products by the BLM employees in compliance with the OSHA Hazard Communication Standard (29 CFR 1910.1200). Emergency response/hazardous waste operations are covered in directives issued under BLM Manual Section 1703.

D. Workers' Compensation Program. The administration of the Workers' Compensation program is a function of Human Resources. Safety personnel provide assistance and guidance as necessary.

E. Federal Tort Claims Program. Field Safety and Health Managers/Coordinators are responsible for ensuring that Field and State Office Tort Claims Officers are advised of all accidents which might result in tort claims, and coordinating accident investigations with the Tort Claims Officer to assure adequate documentation. Accident investigation and reporting requirements are detailed in Chapter 7 of DM 485, and Chapter 6 of BLM Handbook 1112-1.

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F. Volunteer Program. Guidance for the Volunteer Program is contained in BLM Manual Section 1114. Regarding Safety and Occupational Health, BLM volunteers shall be accorded the same rights and responsibilities as BLM employees. Managers and supervisors shall apply the provisions of this Manual Section equally to employees and volunteers.

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.1 Essential Safety And Health Program Elements. The BLM Safety and Health Program is developed, implemented, and evaluated pursuant to the following six essential elements. Managers should ensure that these elements are integrated in safety and health programs and action plans.

.11 Program Management Tools.

- A. Regulations, policy, and guidance.
- B. Top management commitment to safety and health.
- C. Plans and reports documenting Program.
- D. Abatement of unsafe and unhealthy conditions.
- E. Annual Safety Action Plan and project plans.
- F. Integration of risk management.
- G. Program accountability at all organizational levels.
- H. Program Resources.
 - 1. Function established at all organizational levels.
 - 2. Staff resources.
 - 3. Financial resources.
 - 4. Supplies, materials, and equipment.
 - 5. Data and reference sources.
- I. Safety and Health committees.
- J. Employees' protected rights.
- K. Job Hazard Analysis (JHA).

.12 Training.

- A. Orientation for all new and transferred employees.
- B. Safety and health training for supervisors.
- C. Integration of safety considerations in all training.
- D. Procedures for providing required safety training to all occupations.
- E. Core Competency training for full-time and part-time safety and health staff.
- F. Intern Program for new safety and health professionals.

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.13 Inspections.

- A. Annual inspections.
- B. Periodic inspections.
- C. Bureau level program evaluations of States.
- D. Assistance visits.

.14 Safety and Health Promotion.

- A. Safety and Health program promotion at all levels.
- B. Recognition and awards for Safety performance.
- C. Periodic briefings to Field Committee and Executive Leadership Team.

.15 Accident Investigation and Reporting.

- A. Accident investigations.
- B. Accident/Incident reports.
- C. Safety Management Information System (SMIS).
- D. Statistical analysis of accidents.

.16 Program evaluation

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- A. Performance metrics (measurements).
 - B. Customer surveys.
 - C. Annual program assessment.

.2 Special Emphasis Programs. The BLM's unique mission involves a diverse combination of the public, wildlands, animals, facilities, and Bureau employees. Special safety emphasis will be placed on aspects of this mission when needed to address unique situations, minimize special risks, or counter negative accident trends. The length of these emphasis activities will be from short lived to essentially full time. Handbook 1112-1 lists the current special emphasis programs. All BLM offices involved in these unique situations will incorporate these special emphasis programs in their safety action plans.