# NRT Technical Assistance Document: Managing Worker Fatigue during Disaster Operations

Rob Bonack Regional Safety and Health Manager OSHA Region V Region V Regional Response Team Meeting Minneapolis, MN – October 20-21, 2009

## **Overview:**

- 1. Why create a Technical Assistance Document (TAD)?
- 2. What are our goals for the TAD?
- 3. What content is covered in Volume I and Volume II?
- 4. What recommendations were made?
- 5. What tools are included?

NRT Extended Work Shift Work Group: EPA, OSHA, NIOSH, FEMA, USACE, CPWR, AIHA EI-SIG, Lippy Group

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# Why create a technical assistance document?

- Long work shifts/weeks and worker fatigue were recognized as critical issues during recent disasters
- Numerous studies show that accident rates increase when shifts exceed 12 hours or work weeks exceed 60 hours
- Guidance for recovery workers is limited; only a few NRT agencies have formal policies

# What are our three goals for the document?

- 1. Recommend practices that:
  - protect workers
  - are based on current research
  - include lessons learned and best practices
- 2. Encourage NRT Agencies to evaluate and modify their current practices
- 3. Encourage adoption of the TAD recommendations by key stakeholders beyond the NRT

Volume II is a background document covers research highlights, existing regulations and work practices

- Covers disaster recovery not rescue
- Outlines disaster conditions and hazards that impact workers



The literature contained *many* studies showing increased accident rates when shifts exceed 12 hours or work weeks exceed 60 hours

- 12+ hrs/day = 37% increase
- 60+ hrs/week = 23% increase
- 8+ hrs/day = 57% increase for construction workers
- 40+ hours/week = reduced performance, decreased alertness and cognitive function, increased fatigue and injuries

# Volume I outlines how to manage fatigue at two levels, with common elements



- Assessment
- ID and evaluation
- of risk factors
- Controls
- Evaluation

# Organizational Fatigue Management Program is the upper level document

- Reflects organization's overall disaster recovery experience
  - nature and conditions of incidents
  - likely operations and challenges
  - lessons learned
- Broadly describes organization's practices, procedures, and resources
  - criteria/threshold for use
  - assessment and management components

# Incident-specific plan is created for each response based on the larger program

- Identifies incident risk factors

   Risk Management Tool
   Risk-based decision making
- Outlines incident controls
  - work hours and rest periods, education, planning, etc.
  - tied to risk factors present
  - combined to offset operational needs - demands of the task and 12-hr shifts



# **Fatigue Risk** Factors

- Work Hours and Rest Periods
  - Long work hours
  - Shift work/rotating shifts/night shifts
  - Lack of/limited rest breaks
- Site Conditions
  - Chemical, biological, and physical hazards
- **Living Conditions** igodol
  - Temporary or communal living conditions

	Fatigue Management Risk Assessment Tool												
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	A Full Day Off		≦ weeks		3 weeks + weeks > + weeks			19 - 24	Implement pre-approved faigue management plan + at tans based on assessment of Otessons B-E				
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8	Recreation/ Leisure Opportunities	1	Home		Typical Business Travel		Umlied		None			12.10	actions based on assessment of Citessons A, C, D or E
	B. Tombic												
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Kature (	Shi11Work	4	Normal Day		Kormal right		Swing		12am (12pm) 12pm (12am			33 • 48	Sile Specific Management Plan for makine of work + planbased on as sessment of Stressors A, B, D or E
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೮	Familiari ki al In											494	Address in Pre-approved Management Plan formature ofwork + plan

atique Management Pick Accessment Tool

- **Nature of Work** 
  - PPE use
  - Unfamiliar work environment/work task
  - Psychological stressors
- Management/Administrative Support
  - Access to nutritional meals & recreational or fitness equipment

# **Examples of Suggested Controls**

#### **Educational Topics**

- Health Impacts, Signs, and Symptoms of Fatigue
- Common Fatigue Risk Factors during Disaster Recovery
- Strategies for Preventing Fatigue
- Recognizing Operational Fatigue and Stress in Employee (supervisors)

#### **Advance Planning**

- Approved list of hotels with fitness facilities and dining facilities;
- Contracts with transportation services for shuttling employees
- Helpful checklists for personal preparedness

#### **Work Hours and Rest Periods**

- Criteria for setting a maximum work shift duration or minimum amount of time off during a 24-hour period
- Time off between work rotations
- Rest breaks throughout a work shift to address fatigue, PPE limitations, and/or temperature extremes
- Limiting early morning shift start times

# **Examples of Suggested Controls**

#### **Transportation and Living Conditions**

- Transportation service or an assigned staff member as the "designated driver" to shuttle personnel to/from the site
- Food service at staging areas and base camps; storage/cooking utilities for personnel with special diets
- Use of hotels/motels with access to recreational facilities and dining facilities

#### **Recuperation Provisions and Health Care Services**

- Subsidized health club memberships at local facilities
- Encourage visits by family members during off-duty hours and timeoff.
- EAP and other health services at base camps and staging areas; access to these services during off-hours (in-person or via telephone)

#### Appendix B: Federal Agency Operating Practices and Other Standards Addressing Work Hours and Work Rotations

Agency & Applicability			Hour Limitations		Rest Pe & Rotation		Source		
Federal Agen	ederal Agency Operating Practices Related to Work Hours and Work Rotations for Federal Employees								
U.S. Army	USACE Emp Emergency F Operations	oloyees During Response	Should not work in exce per week (usually 12 hou days a week, during emo response)	urs per day, 7	Employees provideo 24 hours rest after v and 48 hours of rest 21 days Employees	vorking 14 days after working	Duty Schedule defined in EM 385-1-1, App B Par 8		
Corps of Engineers (USACE)		Standards ar Population o		d Guidelines that address Work Shift and Work Week Durations for a Regulated/Covere Workers					
			Commercial Motor Vehicle Drivers DOT recognized the		n the length of time a driver can drive after hours off.	May not drive bey after coming on du consecutive hours	uty, following 10	Department of Transportation. Website. www.fmcsa.dot.	
Department of Interior (DOI)	National Inte Fire Fighters		potential hazards of working extended hours and the likely dangerous results of fatigue in commercial truck driving as early as 1939. In April 2003, DOT issued the first revisions to the Hours of Service rule in over 60 years.			May not drive afte duty in 7/8 consec A driver may resta consecutive day p 34 or more consec duty.	utive days. Int a 7/8 eriod after taking	gov/Home_Files /revised_hos.as p	
		Federal Aviation Administration (FAA)	Pilots/Flight Crews	assignment if the the following: 1,000 hours 100 hours month 30 hours in consecutive		Specific rest requi flights range from (based on total flig 24-hour period). E to these rules requi crew members req during the next resi do not address the flight crew membes (standby time). Ai even stricter than the issue is part of bargaining agreen	8-11 hours ght time during a exceptions made uire that flight ceive the proper asatory rest time est period. Rules e amount of time ers can be on duty rline rules may be FAA regulations if f a collective	Pilot Flight Time and Rest, FAA, Fact Sheet (2006) <u>http://www.faa.g</u> <u>ov/news/fact_sh</u> <u>eets/news_story</u> .cfm?newsId=67 62	

#### Appendix C: References

### Table 1: Association between Working Extended Work Shifts/Work Weeks and Workplace Injury: Summary of Reviewed Literature

This table highlights studies that evaluated the association between hours worked and occupational injury. It presents data from several recent studies where the risk of injury has been quantified and/or modeled. None of the studies highlighted here or in Table 2 evaluate how the implementation of a well-designed and well-managed fatigue management program, such as the one recommended in Section 2.1, would impact the risk of injury. However, it is clear from the studies included in Table 2 that when aspects of such a program, e.g., including breaks throughout a work shift, are implemented, fatigue is reduced and performance is enhanced; the risk of injury may be similarly reduced. These data should be used collectively when designing a work schedule for an incident-specific fatigue management plan. It is "necessary to consider the various features of the schedule in combination with one another, rather than in isolation from one another" (Johnson & Lipscomb, 2006).

Reference				Risk of Injury	-	
	(as compare	d with working	, 8-hr work day, w	orking during	g the day shift, and working a	a 40 hr work week)
	10-hr work shift	12-hour work shift	afternoon work shift	night work shift	successive shifts	>40-hr work week
S. Vegso, et al, 2007			$\langle \rangle$	er.		↑ by 88% for those who worked more than 64 hr during the previous week
Folkard & Lombardi, 2006 (model using results from numerous studies)	↑ by 13%	↑ by 27.5%	↑ by 15.2%	↑ by 27.9%	Night Shifts: ↑ by 6% for 2 <sup>nd</sup> night worked ↑ by 17% for 3 <sup>rd</sup> night worked ↑ by 36% for 4 <sup>th</sup> night worked Day Shifts: ↑ by 2% for 2 <sup>nd</sup> day worked ↑ by 7% for 3 <sup>rd</sup> day worked ↑ by 17% for 4 <sup>th</sup> day worked	Varies based on of length of shift and time of day. For any given work week duration, a long span of short shifts is likely to be safer than a short span of long shifts. 60 hour week – as

#### Table 2: Summary of Literature and Bibliography

Author(s)	Title	Publication	Findings/Recommendations
American	Threshold Limit	Published by the ACGIH, available at	Threshold Limit Value (TLV <sup>®</sup> )
Conference of	Values (TLVs®) for	www.acgih.org	occupational exposure guidelines are
Governmental	Chemical Substances		recommended for more than 700
Industrial	and Physical Agents		chemical substances and physical
Hygienists	and Biological		agents. There are more than 50
(ACGIH)	Exposure Indices		Biological Exposure Indices (BEIs®)
	BEIs <sup>®</sup> (2008)		that cover more than 80 chemical
			substances. Chemical Abstract Service
			(CAS) registry numbers are listed for
			each chemical. Introductions to each
			section and appendix provide
			philosophical bases and practical
			recommendations for using TLVs <sup>®</sup> and BEIs <sup>®</sup> .
Technica 1	Continue	Level 0 - 1 0 (10) Decenter 2007	
International	Carcinogenicity of	Lancet Oncology; 8 (12), December 2007	A meeting of 24 international scientists
Agency for Research on	shift work, painting,		at the IARC in October 2007 to review
	and firefighting		numerous epidemiological studies
Cancer (IARC)		17	concluded that shift work that involves
Monograph Worlding Comm			circadian disruption, occupational
Working Group			exposure as a painter, and occupational
(A.			exposure as a firefighter are possibly
Blair, et al)			carcinogenic to humans.

#### Educational Topics

- · Health Impacts, Signs, and Symptoms of Fatigue
- Strategies for Preventing Fatigue during Disaster Operations
- · Recognizing Operational Fatigue and Stress in Employee (training for supervisors)
- Common Fatigue Risk Factors during Disaster Recovery
- Information on Organization's Employee Assistance Program
- Tips/Checklist on Preparing for Deployment to a Disaster Site Personnel and Supervisors
- · Information for Recovery Workers and their Families on what to expect during deployments
- (http://www.osha.gov/SLTC/emergencypreparednes
- · Work Zone Safety and Defensive Driving Techniqu
- · Sleeping Strategies for Night-shift Workers
- Critical Incident Stress Management Team and Emp
- Information on organizations' policies and procedur
- · Job Aid providing clearly defined job tasks and duti
- · Pre-deployment training, resources, and other tools
- Site orientations, daily briefings, and safety meeting symptoms, prevention) and reinforce reporting of sit

#### Advance Planning

- · Approved list of hotels that have fitness facilities, co
- · Contracts with transportation services for shuttling of
- · Helpful checklists of personal preparedness tasks for
- · Preassembled "go-kits" with PPE and other equipme
- · Mobile trailer outfitted as office space for deployme
- Reasonable estimate of resource needs (equipment a for duration and breadth anticipated
- Information for responders and their families on wh

#### Work Hours and Rest Periods

- Criteria for setting a maximum work shift duration or minimum amount of time off during a 24-hour period (e.g., 10 hours rest time in a 24-hour time period, with as much of that in consecutive hours as possible)
- Consideration for how work shift duration may change based on the use of controls to mitigate fatigue (i.e., use of transportation, etc.)
- Time off between work rotations (e.g., 48 hours off after 14 consecutive days of work.)
- Rest breaks throughout a work shift to address fatigue, PPE limitations, and/or temperature extremes (heat
  and cold-related illnesses)
- Rotation of personnel during longer shifts requiring strenuous and/or detailed tasks.
- Scheduling day/night shift rotations to reduce fatigue (e.g., clockwise rotation with several days off before new shift assigned.)
- Limiting early morning shift start times (e.g., before 6:00am)
- · Procedures for monitoring personnel for fatigue signs/symptoms
- · Procedures for enforcing work/rest and rotation schedules for employees and supervisors
- Provisions (e.g., job rotation, extended lunch/breaks, additional time off) for personnel and crews exhibiting signs/symptoms of fatigue
- Mechanism for employees to request additional time off and encouragement to do so when experiencing signs/symptoms of fatigue

#### Transportation and Living Conditions

- Transportation service or an assigned staff member as the "designated driver" to shuttle personnel to/from the site
- Food service at staging areas and base camps; storage/cooking utilities for personnel with special diets
- Use of hotels/motels with access to recreational facilities and dining facilities
- Separation of day and night shift sleeping areas and provision of areas for socializing in base camps
- · Reimbursement for personal calls home during deployment
- · Scheduling complex/hazardous tasks for periods of higher alertness
- Lighting for night-shift operations
- Provision of security for base camp and night-time operations
- · Encourage family visits during rest periods/off-hours once the affected area is stabilized

#### **Recuperation Provisions and Health Care Services**

- Subsidized health club memberships at local facilities
- · Encourage visits by family members during off-duty hours and time-off.

# **Templates and Tools**

 Risk Assessment Tool, Instructions, and completed example

				Fatigue N	lanagement l	Ris	sk Assessr	ne	ent To	ool											
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Time	Extended Time/Week	2	s 40 hrs/wk	> 40 < 50 hts/wk	> 50 < 7.2 hts/wk		> 72 hrs/wk			7 - 12	Increase awareness + actions based on assessment of Siress or B-E										
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## **Templates and Tools**

Template for an Incident-Specific Fatigue Management Plan

#### Name of Incident

Location:

IC/UC Personnel:

Description of Event & Site Conditions:

Fatigue Risk Factors Present:
Work Hours & Rest Periods –
Living Conditions –
Nature of Work –
Management & Administrative Support –

•Emotional Stress –

Controls to Be Implemented:

Evaluation Schedule:

# **Templates and Tool**

### Completed Example

#### Appendix C: Sample Incident Specific Fatigue Management Plan

Incident Name: New Madrid Earthquake

#### Location: New Madrid, MO

#### IC/UC Personnel:

- Incident Commander Mary Jones
- Deputy Incident Commander Bob Smith
- Safety Officer Joe Johnson
- Public Information Officer Peggy Greene
- Liaison Officer Larry Brown
- Operations Ken Jackson
- Planning Betty Baxter
- Logistics Joan Black
- Finance Brian Clark
- Description of Event & Site Conditions:
  - The incident is a massive earthquake that occurred two weeks ago and affected a 3,000 square mile area in three states, resulting in major destruction to the infrastructure.
  - Lifesaving operations have ended, and there is an urgent need to begin rebuilding the destroyed infrastructure.
  - Airports and railroad facilities are still inoperable and major highways as well as many smaller roads are still impassible. Recovery work groups will be transported via helicopter wherever roads are inadequate.
  - There is major structural damage of buildings, and those that are habitable are being used to care for the injured and homeless. Recovery workers will have to carry in their own shelters.
  - There is no potable drinking water, and public waste disposal systems are still inoperable. Drinking
    water supplies will be carried in, and sanitation needs will likely initially be port-a-jons.
  - Communications in the area all have been disrupted.
  - Work groups will deploy for 3-week periods.
  - Although the response has moved to the recovery phase, workers can expect to see scenes of extreme
    destruction that may be emotionally disturbing to many.

Fatigue Risk Factors Present:

- Work Hours & Rest Periods
  - Long work hours possibility of 12+ hour days initially.

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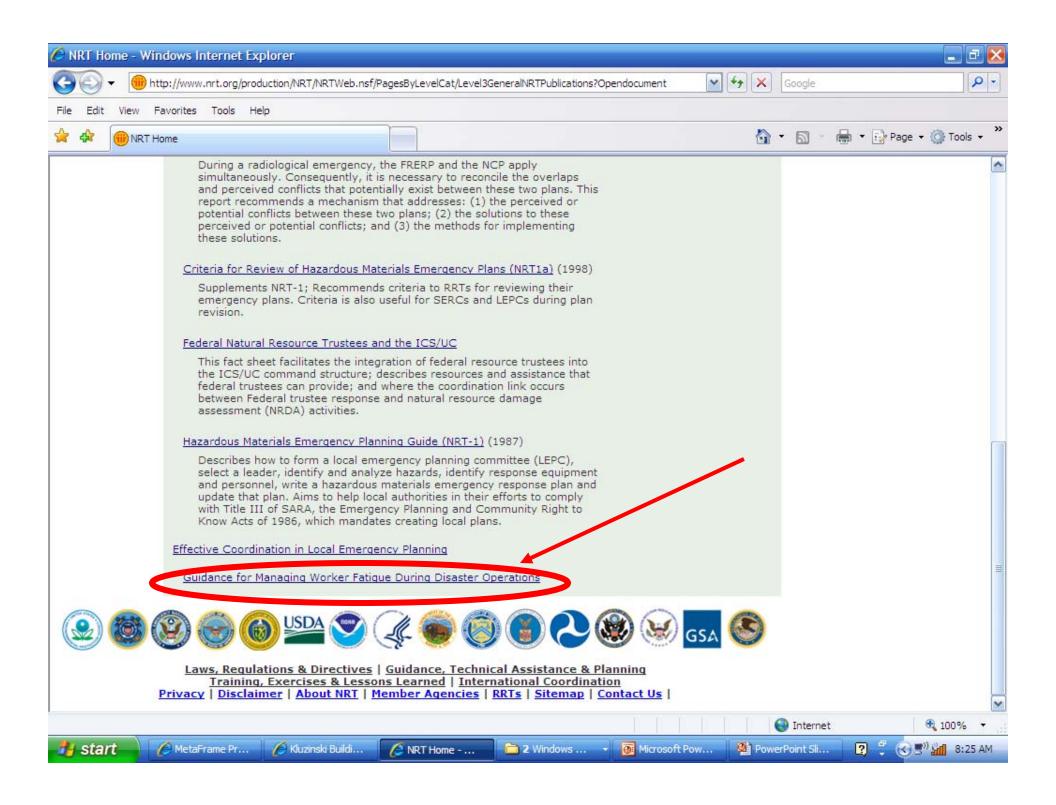
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ws, Regulations Directives idance, chnical sistance & anning ercises & ssons Learned cernational ordination	Anthrax Technical Assistance Document (2005) This anthrax TAD is intended to be used by various responders. It describes federal plans, roles and responsibilities when responding to an intentional release of anthrax (Bacillus Anthracis). It then provides technical information on a wide range of activities – initial actions when a potential anthrax release is discovered, selection of personal protective equipment, evaluation of decontamination technologies, sampling and analysis procedures, collection, treatment and disposal methods, communication with the public, etc. The initial Anthrax TAD was released in 2003. <u>National Response Team Brochure</u> (2006)	Contacts  Nat'l Response Center Regional Response Teams Submit Content Idea  Quick Links  NRT Publications Nat'l Contingency Plan National Incident Management System NIMS Online Training National Response Plan NRP Training Course Chemical Hazards: QRGs and other links (excludes oil) Biological Hazards: QRGs and other links (excludes oil) Biological Hazards: QRGs and other links Responder's Toolbox Logistics Media & Public Relations Resources Weather User Assistance Download Acrobat Resolve Technical Issues	Scroll to the bottom of the page.



### **Questions/Comments?**

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