

**OREGON OCCUPATIONAL SAFETY AND HEALTH DIVISION
DEPARTMENT OF CONSUMER AND BUSINESS SERVICES**

PROGRAM DIRECTIVE

Program Directive A-239
Issued July 19, 2000
Revised November 27, 2023

Subject: Local Emphasis Program (LEP): Falls In All Industries

**Affected Standards/
Directives:**

1. [Division 1, General Administration](#)
2. [Division 2, Subdivision D, Walking-Working Surfaces](#)
3. [Division 2, Subdivision I, Personal Protective Equipment](#)
4. [Division 2, Subdivision R, Special Industries](#)
5. [Division 2, Subdivision RR, Electrical Power Generation, Transmission, and Distribution](#)
6. [Division 3, Subdivision M, Fall Protection](#)
7. [Division 3, Subdivision L, Scaffolding](#)
8. [Division 3, Subdivision R, Steel Erection](#)
9. [Division 3, Subdivision T, Demolition](#)
10. [Division 3, Subdivision X, Stairways and Ladders](#)
11. [Division 3, Subdivision CC, Cranes and Derricks](#)
12. [Division 4, Subdivision D, Work Surfaces](#)
13. [Division 4, Subdivision I, Protective Equipment](#)
14. [Oregon OSHA Standard Operating Procedures No.34, Local Emphasis Programs \(LEPs\)](#)

15. [U.S. Department of Labor, Occupational Safety and Health Administration, CPL 03-00-025, National Emphasis Program – Falls](#)
16. [Oregon OSHA Field Inspection Reference Manual \(FIRM\)](#)
17. [Program Directive A-219 \(Inspection Criteria: Complaint Policies and Procedures\)](#)
18. Oregon OSHA Strategic Plan

Scope:

This instruction describes policies and procedures for implementing a state Local Emphasis Program (LEP) to reduce or eliminate serious injuries and fatalities associated with falls to a lower level while working at heights in all industries covered under Oregon OSHA’s jurisdiction. The agency’s goal will be accomplished by a combination of enforcement inspections (which includes program planned activity-based targeting and program related exposure-based conditions), outreach to employers, and compliance assistance.

Background:

In July 2000, Oregon OSHA issued a Local Emphasis Program (LEP), under Program Directive A-239 (Falls in Construction) to better ensure workers are protected from construction-related serious injuries and fatalities from fall hazards. Falls to lower levels continue to be among the leading causes of injuries and fatalities within the construction industry; moreover, they are also among the leading causes of injuries and fatalities within other industries associated with employees working at heights. It is believed that expanding the scope of the previous edition of this LEP, to also include non-construction activities, will further contribute to a reduction in fall related injuries and fatalities throughout all industries. It is also recognized that the tracking mechanism for these type of inspections will continue to be beneficial in monitoring the area of fall hazards within Oregon.

Action:

Oregon OSHA will use this Local Emphasis Program (LEP), as described herein, as the basis for scheduling and conducting safety inspections of sites covered by general industry (OAR, Chapter 437, Division 2), construction (OAR, Chapter 437, Division 3), agriculture (OAR, Chapter 437, Division 4), and forest activities (OAR, 437 Chapter, Division 7), in addition to the Oregon General Administrative Rules scheduling provisions (OAR, 437, Division 1). The targeting program is intended to be used on any site where fall hazards have been alleged and/or identified

to initiate inspections. Any inspection which is initiated as a result of this LEP will normally be restricted in scope to a partial inspection of the hazards relevant to this program unless other serious hazards are observed. The stakeholders affected by this LEP will be notified through an outreach effort.

Note: Fall hazards associated with forest activities that are not specifically addressed by OAR, Chapter 437, Division 7, will be subject to other applicable provisions under general industry (OAR, Chapter 437, Division 2).

Procedures:

The following procedures will be used for targeting and tracking of inspections conducted under this Local Emphasis Program (LEP). Hazards related to falls are often transient and of limited duration. This limits the practicality of targeting the site in advance. Therefore, inspections conducted under this LEP will be initiated by several means; CSHO observance, complaints, and referrals.

1. This LEP will target all work activities within Oregon OSHA's jurisdiction where a CSHO observes a potential hazard of falling to a lower level, regardless of actually witnessing an employee in close proximity to the hazard.
2. When Oregon OSHA receives a complaint alleging fall hazards, the procedures outlined in Program Directive A-219 (Complaint Policies and Procedures) will be followed.
3. Referrals alleging fall hazards will be handled in a manner similar to the complaint process, but through the referral module.
4. Where feasible, attempts will be made to conduct follow-up inspections for those inspections which resulted in the citation of willful, repeat, or serious violations.

Outreach:

Efforts will be made to contact and conduct an outreach program that includes industry groups, employers, safety and health associations, and safety and health councils that could be impacted by this Local Emphasis Program.

Training:

Oregon OSHA will ensure that all CSHOs receive training on the fall protection standards and all other applicable standards along with this Local Emphasis Program (LEP) and other applicable directives.

1. The training will contain discussion of Oregon OSHA's interpretations and intentions about the meaning of the specific requirements of the rules. In order to ensure an adequate understanding of the rules and encourage uniformed and consistent enforcement, particular attention will be given during the training to the following:
 - a) Applicability of fall protection rules, definitions, as well as any rule exemptions;
 - b) Jurisdictional and multi-employer worksite issues;
 - c) Applicable memorandums, interpretations, policies, procedures, program directives and uniformity issues;
 - d) Application and procedures regarding this LEP for Fall Hazards; and
 - e) LEP evaluation process.
2. Continued training will be provided, as needed, to CSHOs and other affected personnel by Oregon OSHA and other appropriate sources.

Evaluation:

An evaluation of the effectiveness of this Local Emphasis Program (LEP) will be conducted annually and a report will be submitted to the Administrator. The evaluation will contain at least the following data:

1. Number of inspections conducted within this LEP.
2. Number of serious, willful and repeat citations relating to **rules identified as fall hazards** issued as a result of these inspections.
3. Number of in-compliance inspections.
4. Number of warrants required to gain entry for this type of inspection.
5. Number of Red Warning Notice posted as a result of these inspections.
6. Number of Follow-up Inspections conducted at sites inspected under this LEP.

7. Sample of comments positive or negative which were received regarding this LEP.
8. **When available**, number of Outreach presentations and efforts where this LEP was discussed.
9. Accident and Fatality rates for construction and non-construction industries.

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Coding:

For coding purposes in OTIS:

1. The Inspection Type for programmed activity-based targeting inspections conducted under this Local Emphasis Program (LEP) must be marked as Program Planned.
2. The Inspection Classification for these emphasis inspections shall be marked as Local Emphasis Program - Falls In All Industries.
3. The Inspection Type for unprogrammed exposure-based inspections which are conducted as a result of this LEP, but are not targeted under the procedures of this program directive, must be marked as Programmed Related.
4. Inspections which are conducted under this LEP shall be considered a partial inspection.

Effective

Date:

This directive is effective immediately and will remain in effect until canceled or superseded.

History: Issued 7-1-2000
Revised 1-29-2003, and 11-27-2023