

CHAPTER 16

Installation Safety Program

The installation commander faces an enormous challenge balancing operational requirements with managing risks. Safety risk assessment and risk management provide the commander with a systematic process for addressing this challenge through the day-to-day decision making at all Army installations.

Army safety activities are organized to protect the force and enhance warfighting capabilities. This is done through a systematic and proactive process of hazard identification and risk management. These activities support the commander by early identification of safety problems which could potentially degrade readiness or mission accomplishment. Actions to address these safety problems are in turn initiated and implemented through command channels.

To assist commanders in achieving their goals, these activities are organized into a cohesive Army Safety Program. The Army Safety Program is a source of technical support to commanders. The program embodies safety policies, procedures, criteria, information, and personnel assets throughout the Army and its

supporting agencies and contractors. The Army Safety Program supports commanders and leaders at all levels of the Army. The primary aim of this program is to satisfy the safety support needs of leaders at the MACOM and installation level.

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ARMY SAFETY VISION

The Army Safety Program is the model throughout the world for maximizing the mission effectiveness of systems, organizations, and operations. Army initiatives are the guiding force behind joint staff safety planning. Safety needs and criteria are completely integrated into Army command and decision processes as to be transparent to a casual observer looking for a separate safety program. The safety program is implemented by commanders. The safety structure is organized and positioned to provide them technical support. The same safety processes used in wartime will be used in training and garrison environments. The goal is to provide Army soldiers and civilian employees with the most risk-free workplace of any federal or industrial setting. They will understand and feel a personal involvement in Army processes to continuously improve upon those successes. They apply risk management techniques intuitively in all daily activities, on and off duty. Soldiers and their families are provided with a living environment free from unnecessary hazards. They are also educated in reduction of risk in their personal lives. Unnecessary expenditures of Army fiscal and manpower resources to

correct safety deficiencies are eliminated by incorporating risk management criteria. This is done duringg the original planning and design of Army training, operations, facilities, and systems.

Force protection, the fourth element of combat power, which includes maneuver, firepower, and leadership, conserves the fighting potential of a force so commanders can apply it at the decisive time and place as explained in FM 100-5. Safety is a major component of force protection in all Army operations in both the garrison setting and on the battlefield. Safety must be integrated into the unit METL. Safety, through the sound application of risk assessment and risk management, must be included in every step of the planning process. It is crucial to the successful conduct of operations and the preservation of combat power as defined in FM 101-5.

The Army Safety Program is leader implemented and soldier and employee focused. Guidance and information are exchanged between commanders and leaders and their respective safety offices.

ORGANIZATIONAL RELATIONSHIPS

Armywide safety activities are characterized by centralized policies and decentralized execution. The centralized policies are built around systematic processes to be implemented at all levels of command (the unit, installation, corps, MACOM, and DA).

At the DA level, the Director of Army Safety works directly for the CSA and is also the Commander, US

Army Safety Center. At the MACOM level command, safety officers work directly for the commander. The safety managers work in close coordination with all facets of the command, for example DPCA, DPW, and the resource managers, in delivering services that enhance force protection. (See Table 16-1.)

POLICY

Safety is a function of the chain of command. Leaders are responsible for the protection of personnel and equipment under their control. They are also responsible for the effective implementation of both safety and occupational health policies. The following principles integrate safety and risk management into plans, programs, decision processes, operations, and activities:

- Accidents are an unacceptable impediment to the Army mission, readiness, morale, and resources. Their prevention must be pursued aggressively.
- Leaders apply risk management in the decision-making process to minimize exposure to hazards and to ensure the safety of personnel and property.

- Leaders take action quickly to correct deviations from mandated standards, workplace hazards, and accident causes.
- Performance standards for military and civilian managers and supervisors include both accident prevention and occupational health responsibilities as rating elements.
- The acquisition of materials, equipment, facilities, and systems will maximize the use of engineering design to preclude or control unacceptable risks.

RESPONSIBILITIES

The leader's responsibility for safety arises from two distinct sources—legal and moral. The legal mandate of leadership states that a manager, like a commander, is responsible for all that does and does not occur in his organization. This responsibility clearly extends to safety. The leader or commander must satisfy himself and often his superiors and others, such as congressmen, judge advocates, district attorneys, that a viable safety program is in place and functioning within the command. Similarly, the leader must answer when a mandated safety measure is not in place in his organization. Thus, leadership involves a direct responsibility for the lives of every soldier, employee, and member of the public. Commanders must organize, staff, and support their safety program.

The moral responsibility states that those being led look to their leader to set the example. The commander's personal example sends a message to superiors, subordinates, and peers. Soldiers and civilian employees are not often in a position to fully perceive or understand the risks inherent in the tasks they are directed to perform. They depend on

their leaders to ensure that they are protected from potentially hazardous situations. Visible leader involvement in safety is the key to a successful safety program. Force protection is a never-ending responsibility. The leader must set a positive example for risk management to be integrated into daily operations. The following is a suggested commander's task list for safety:

- Establish safety policy. Include goals and objectives.
- Allocate resources (fiscal, staffing, management time).
- Establish and train to standards.
- Enforce standards using positive and negative incentives as needed.
- Make risk decisions. Establish a decision-making hierarchy that ensures decisions are made at a level consistent with their implications.
- Assess program results to assure that risks are being maintained at the lowest practical level.

Table 16-1. Risk management.

RISK MANAGEMENT PROCESS

- | | |
|-------------------------|---|
| 1. IDENTIFY HAZARDS - | Identify hazards or factors that may adversely affect mission accomplishment. |
| 2. ASSESS HAZARDS - | Determine extent of hazard detriment to mission. |
| 3. MAKE RISK DECISION - | Reduce risk that is mission essential. |
| 4. IMPLEMENT CONTROLS - | Establish measures necessary to control risks. |
| 5. SUPERVISE - | Ensure control measures are followed. |

DECISION FOR RESIDUAL RISK

- EXTREMELY HIGH - MACOM Commander/Theater Commander
 HIGH - Corps/Division/Installation Commander
 MEDIUM & LOW - Delegated to appropriate level

SOME FACTORS TO CONSIDER IN RISK MANAGEMENT

- | | |
|------------------------------------|--------------------------------------|
| Level of activity | Hazardous materials used |
| Inherent dangers of equipment used | Environmental concerns |
| Operational conditions | Complexity of movement |
| Personnel/organization proficiency | Supervision |
| Weather | Complexity of mission |
| Condition of personnel | Level of planning |
| Adequacy of site | Availability of protective equipment |
| Accident frequency | Adequacy of directions given |

TECHNICAL RESPONSIBILITIES

The installation commander must obtain and use safety staff resources to help accomplish his safety tasks. The commander's first source of support is the installation safety office (ISO). The commander must

ensure that the staffing, technical expertise, organizational alignment, and focus of his ISO is appropriate to support the accident prevention responsibilities and supported tenants.

STAFF RELATIONSHIPS

The internal installation safety staff coordinates and cooperates with other installation directorates, the servicing Army Medical Department (AMEDD) unit and also three major support activities with Armywide missions, the Army Safety Center, the Army Environmental Hygiene Agency, and the Army Environmental Center to provide a comprehensive program. In addition, commanders and leaders can obtain the support of other DOD or non-DOD agencies, such as OSHA, Department of Transportation (DOT) or EPA.

To facilitate the support required, the installation commander should designate a safety and occupational health manager to provide staff supervision and

coordination of accident prevention activities. Normally, this manager is a member of the commander's special staff. The scope of this staff supervision and coordination responsibility should address all program areas relevant to the installation.

The following functional areas complement the safety program and are managed and operated by other installation organizations:

- Fire Protection and Prevention.
- Occupational Health.
- Environmental Safety.

RISK MANAGEMENT

Risk management is a tool that enables leaders at all levels to manage risks. Safety risk management is an extension of the decision-making process as outlined in FM 101-5. Risk management has become a part of our capstone doctrine in FMs 25-100 and 25-101. Risk management has been integrated into the Army War College curriculum and is being integrated in all professional military education in the Army.

OBJECTIVES

Risk management is the process of making operations safer without compromising the mission. Accident experience shows that mission-stopper accidents occur when victims are ignorant of hazards and countermeasures or when directed countermeasures are ignored.

PRINCIPLES OF SAFETY RISK MANAGEMENT

These four principles are the core of the safety risk management process:

- Integrate risk management into planning. Risk management must be the basis of decision making, not an afterthought or appendage. Deliberate planning, which considers all risks, options, and

feasible controls, helps leaders avoid improvised operations that breed accidents. Early integration is also particularly important in the design of procedures, equipment, and facilities to prevent expensive reengineering.

- Accept no unnecessary risks. The commander who has the authority to accept the risk has the responsibility to protect the force from unnecessary risk. An unnecessary risk is one that, if eliminated, still allows accomplishment of the organization's mission.
- Make risk decisions at the proper level. This is normally the lowest level consistent with resources, authority, and capability. Therefore, the credible consequences of a course of action determine who should assume responsibility.
- Accept risks if the benefits outweigh the costs. When a decision is called for, risk management methods should be used to determine the best course of action. It is critical to weigh all the costs, real and potential, including long-term effects and legal impacts.

The above principles are supplied through a five-step systematic process that helps leaders make informed

decisions. Tables 16-1 and 16-2 summarize the process. Details of each step are discussed below:

Step one: Identify hazards. Step one is to identify all potential hazards in the mission operation. Hazards are conditions with the potential of causing injury to personnel, damaging equipment, causing loss of materiel, or lessening the ability to perform a task or mission. All hazards should be identified before starting a new mission.

Step two: Assess hazards. This involves analyzing each hazard to determine the probability of its causing a problem and the probable severity of the consequences should such a problem occur. The result is a statement that qualifies the risk associated with the hazards as extremely high, high, medium, or low, as shown in Table 16-2. Also, this step includes identifying control options to eliminate or reduce the hazard. Exercising judgment on how to eliminate or reduce hazards to lessen the overall risk is inherent in the process.

Steps one and two comprise the risk assessment aspect of risk management. These conclude with a risk assessment that describes the impact of hazards on the

operation, the options available to reduce that impact, and the potential reductions in risk associated with each option.

Step three: Make risk decision(s). This is where the risk must be weighed against the benefits of performing the option. No unnecessary risks should be taken. All decisions must be made at the proper level of command (see Table 16-2).

Step four: Implement controls. This involves integrating specific controls into plans, OPLANs, OPORDs, SOPs and technical data packages. Included in this step is leader action to reduce or eliminate hazards.

Step five: Supervise. Supervision in this sense goes beyond just ensuring that people do what is expected of them. It includes following up during and after an action to ensure that all went according to plan. It also includes reevaluating the plan or making adjustments to accommodate unforeseen issues and identifying lessons learned for future use. This step also involves determining the effectiveness of controls in reducing the probability and severity of identified hazards.

FUTURE DIRECTIONS

The future of the Army Safety Program involves change. Safety personnel performed a vital force protection role in contingency and disaster relief operations such as Operation Desert Storm, Joint Task Force Andrew, and Operation Provide Hope. Installation commanders can expect that their safety staffs will continue to support the varied mission of the Army in the future.

Recently, another variation of the safety office has evolved — the safety office with its major focus toward a maneuver unit. Examples include the III Corps and XVIII Airborne Corps safety offices. Although the majority of their duties include operations that occur on the installation, their aim is to provide safety services that are exported with their supported unit when it deploys. In these safety organizations, the safety manager may direct his personnel to provide direct support to various subordinate commanders. He may actually work for the commander of that unit. The safety

function transcends the boundaries of the installation when the supported unit deploys. Deployment may be to another installation or to a forward mobilization area or the combat zone. During these critical times, it is imperative that the safety function be carried on with the same support and personnel to ensure continuity. The tactical and training safety support that has been embedded within the unit in garrison cannot be ripped away because the unit is engaging in war. Installation commanders must identify, train, and support these emergency essential civilians.

The number and type of legal safety mandates are also expected to increase. OSHA safety standards as well as transportation, aviation, and environmental standards will become more restrictive. The installation commander must be ready to implement new ways of doing work to comply with these changes.

Table 16-2. Risk assessment matrix.

| E - Extreme Risk H - High Risk M - Medium Risk L - Low Risk | | | PROBABILITY | | | | |
|--|--------------|-----|-------------|--------|------------|--------|----------|
| | | | Frequent | Likely | Occasional | Remote | Unlikely |
| | | | A | B | C | D | E |
| EFFECT C T | Catastrophic | I | E | E | H | H | M |
| | Critical | II | E | H | H | M | L |
| | Marginal | III | H | M | M | L | L |
| | Negligible | IV | M | L | L | L | L |

LEGEND:

HAZARD SEVERITY

CATEGORY I: CATASTROPHIC
 Death or permanent total disability, systems loss, major property damage.

CATEGORY II: CRITICAL
 Permanent partial disability or temporary total disability in excess of three months, major systems damage, significant property damage.

CATEGORY III: MARGINAL
 Minor injury, lost workday accident, or compensable injury or illness, minor systems damage, minor property damage.

CATEGORY IV: NEGLIGIBLE
 First aid or minor supportive medical treatment, minor systems impairment.

ACCIDENT PROBABILITY

LEVEL A: FREQUENT
 Likely to occur frequently in life of system, item, facility, etc. Continuously experienced.

LEVEL B: LIKELY
 Will occur several times in life of item.

LEVEL C: OCCASIONAL
 Likely to occur sometime in life of item. May occur a few times depending upon exposure.

LEVEL D: REMOTE
 Unlikely, but still can reasonably be expected to occur. Though unlikely, may occur once in life of item.

LEVEL E: UNLIKELY
 So unlikely it can be assumed occurrence may not be experienced.