



## Outline of the Occupational Safety and Health Administration's (OSHA) Proposed Update to their Emergency Response Standard

- Initial summary, comment instruction, contact info, table of contents. (7774)
- **Table of contents continued, executive summary, synopsis of previous actions including the request for information (RFI), National Advisory Committee on Occupational Safety and Health (NACOSH) subcommittee and Small Business Regulatory Enforcement Fairness Act (SBREFA) Small Business Advocacy Review (SBAR) Panel (7775)**
- **Need for Standard: Fatality and Injury Analysis (7776-7784)**
  - Table VII-A-1 Annual number of firefighter deaths by reporting agency (7777)
  - Table VII-A-2 Summary comparison of the characteristics of the (National Fire Protection Association) NFPA and OSHA's Occupational Safety and Health Information System (OIS) fatality datasets (7779)
  - Table VII-A-3 Summary of nature and cause of deaths in OIS fatality analysis (7780)
  - Table VII-A-4 A summary of hazards identified by OSHA during fatality investigations (7781)
  - Table VII-A-5 Non-Fatal Injuries to EMTs and Paramedics, All Ownerships, 2007- 2020 (7782)
  - Table VII-A-6 A Summary of Non-Fatal Injuries to Firefighters, 2007-2020 (7782)
  - Table VII -A-7 Assigned Task of Firefighter at the Time of Their Injury (7783)
- **Need for Standard: Health Effects of Emergency Response Activities (7784-7791)**
- **Additional information on previous actions leading to this proposed rule including the RFI, NACOSH subcommittee and SBAR Panel (7791-7792)**
- **Information on NFPA (22 of them) and American National Standards Institute (ANSI) standards that will be incorporated by reference (7792-7794)**
- **Information on NFPA standards (14 of them) on which provisions of the proposed rule are based (7794-7795)**
  - **During the SBREFA panel several small entity representatives (SERs) expressed concern with the potential expense of time and money in having to comply with the provisions in NFPA standards**
- **Information on scope of the rule and who it covers (7795-7797)**
- **Description of requirements OSHA must meet to issue this rule (7797-7798)**
  - **“Reasonably necessary or appropriate”**
  - **“Significant risk”**
  - **“Technologically feasible”**
  - **“Economically feasible”**
- **Additional information on scope, eligibility and state plans (7798-7799)**
- **Summary of specific questions OSHA is requesting comment on (7799-7800)**
- **Information on other issues OSHA is seeking to address (7800-7801)**
  - Aligned organizations
  - Portable Fire Extinguishers
  - Heat Consensus Standards
- **Proposed implementation timelines of the proposed rule with the corresponding paragraph (7801)**

- **Summary and further context for each paragraph of the proposed rule, and the corresponding questions that were previously summarized earlier in the text (7801-7842)**
  - **Paragraph (A), Scope, including Coverage of Volunteers (7802-7803)**
  - Paragraph (A), Additional Scope (7803-7805)
  - Paragraph (B), Definitions of terms in the proposed rule (7803-7809)
  - Paragraph (C), Responsibilities of Workplace Emergency Response Employers (WEREs or the private sector) (7809-7811)
  - Paragraph (D), Emergency Service Organizations' (ESO or the public sector) Emergency Response Plans (ERP) (7811-7813)
    - Community and facility vulnerability assessments
    - Tiers of responder responsibilities
    - Resource assessment
    - Mutual aid agreements
    - Reporting and addressing safety and health hazards
  - Paragraph (E), Procedure for organization participation in assembling the ERP (7813)
  - Paragraph (F), development of a risk management plan (7813-7814)
    - Minimum PPE hazard assessment
    - Respiratory protection program
    - Infection control program
    - Bloodborne pathogen protection
    - NFPA 1581
    - Review annually
  - Paragraph (G), Medical and physical requirements (7814-7821)
    - NVFC Lavendar Ribbon Report mentioned
    - **During the SBREFA panel, many of the SERs expressed concern about the high cost of the medical exams and evaluations identified in the NFPA 1582 standard. For example, Clarence E. "Chip" Jewell III, representing the Libertytown Volunteer Fire Department, submitted in post panel comments that, "Unfortunately, every fire department does not have the manpower or financial resources to fully implement NFPA 1582 and most likely would never be able to comply with mandatory regulations"**
    - **During the SBREFA panel, many SERs expressed concern that the physical fitness for duty requirements would be difficult for team volunteer responders to meet.**
    - **SERs also suggested during the SBREFA process that larger organizations are likely to have more resources to implement consensus standards like NFPA 1582**
    - **NFPA 1582**
      - Minimum medical requirements
      - Maintenance of confidential health records
      - Medical evaluation program
      - Initial fit for duty medical exam
      - Additional cardiac examination
      - **NFPA 1582 medical surveillance after 15 exposures to combustion products**
        - Baseline medical evaluations every two years
        - Documentation of each responder's exposure to combustion materials and subsequent medical surveillance
        - Provide mental health and wellness resources at no cost to responder or identify where free resources are available in the community
        - Annual evaluation of physical ability to perform job
          - **What happens when a firefighter is found incapable of performing their job?**
      - Periodic fitness assessments, no more than every 3 years

- Exercise and fitness training available to all responders during working hours
  - Health promotion education and counseling
  - Establish a fitness program and designate an individual to oversee it
- Paragraph (H), Training **(7821-7824)**
  - NFPA 600 and NFPA 1500
  - Ensure that each responder receives proper training for the tiers they are in per paragraph (D)
  - Restrict new recruit activity until they've been properly trained
  - Ensure training is presented clearly
  - Ensure each responder is educated on the risk management plan established per paragraph (F)
  - Limitations, maintenance and retirement criteria of PPE
  - Training on portable fire extinguishers
  - Evacuation procedures
  - HazMat training on awareness per HAZWOPER standard
  - Hazardous location training
  - CPR AED
  - Trained to the corresponding NFPA standard to their job title or role
    - **Availability of training courses? Funding and staff availability?**
  - NFPA 1001 and NFPA 1407 training for interior structure firefighters
  - NFPA 1002 training for vehicle operators
  - NFPA 1021 for supervisor and managers
  - Wildland responders be trained on NFPA 1140
  - Technical search and rescue teams trained on NFPA 1006
  - Marine responders trained on NFPA 1005
  - EMS team member and responder possesses the professional qualification, certification, or license, required by the applicable jurisdiction
  - Periodic skill checks aligned with NFPA 600, NFPA 1500, NFPA 1670
- Paragraph (I) WERE (Private Sector) Facility Preparedness **(7824-7825)**
- Paragraph (J) ESO Facility Preparedness **(7825-7827)**
  - Provide Facilities for PPE decontamination, cleaning, and storage
  - NFPA 1851
  - Fire poles
  - Interconnected hardwired smoke alarms with battery backup
  - New fire stations should have automatic sprinklers
  - Carbon monoxide alarms
  - Prevent contamination of living and sleeping by vehicle exhaust and emissions
  - No PPE worn or stored in sleeping or living areas
- Paragraph (K) PPE **(7827-7829)**
  - NFPA 1500
  - **During the SBREFA process, some SERs expressed concern over the PPE retirement schedule in NFPA 1851, Standard on Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting, which calls for PPE to be retired ten years after the date of manufacture.**
  - Necessary equipment to train and perform emergency services at no cost
  - Ensure PPE is safe for use before it is used and inspected annually
  - Remove any equipment that is defective or unserviceable
  - Ensure PPE is properly fitted
  - Incorporates by reference the following PPE related standards:

- (A) NFPA 1951, Standard on Protective Ensembles for Technical Rescue Incidents, 2020 ed
- (B) NFPA 1952, Standard on Surface Water Operations Protective Clothing and Equipment, 2021 ed
- (C) NFPA 1953, Standard on Protective Ensembles for Contaminated Water Diving, 2021 ed
- (D) NFPA 1971, Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting, 2018 ed
- (E) NFPA 1977, Standard on Protective Clothing and Equipment for Wildland Fire Fighting and Urban Interface Fire Fighting, 2022 ed
- (F) NFPA 1981, Standard on Open Circuit Self-Contained Breathing Apparatus (SCBA) for Emergency Services, 2019 ed
- (G) NFPA 1982, Standard on Personal Alert Safety Systems (PASS), 2018 ed
- (H) NFPA 1984, Standards on Respirators for Wildland Fire-Fighting Operations and Wildland Urban Interface Operations, 2022 ed
- (I) NFPA 1986, Standard on Respiratory Protection for Tactical and technical Operations, 2023 ed
- (J) NFPA 1987, Standard on Combination Unit Respirator Systems for Tactical and Technical Operations, 2023 ed
- (K) NFPA 1990, Standard on Protective Ensembles for Hazardous Materials and CBRN Operations, 2022 ed
- (L) NFPA 1999, Standard on Protective Clothing and Ensembles for Emergency Medical Operations, 2018 ed
- (M) ANSI/ISEA 207, American National Standard for High-Visibility Public Safety Vests, 2011 ed
- Decontaminate, clean, care for and maintain PPE according to manufacturer instructions
- Contaminated PPE should be kept out of passenger compartments of vehicles
- Paragraph (L) Vehicle Preparedness and Operation (**7829-7832**)
  - **Some SERs expressed concern that OSHA would adopt the vehicle replacement schedule recommended in NFPA 1910, Standard for Inspection, Maintenance, Refurbishment, Testing, and Retirement of In-Service Emergency Vehicles and Marine Firefighting Vessels.**
  - Ensure vehicles are maintained, repaired and inspected according to manufacturer's instructions
  - Remove any vehicle from service that has safety deficiencies
  - NFPA 1910
  - Vehicle operators are properly trained
  - Require responders in vehicles to be belted or harnessed in
    - This includes when putting-on or removing PPE
  - Ensure responders are belted or harnessed in while providing medical care, while a vehicle is in motion
  - Require policies and procedures to ensure responder safety when it is not feasible to be belted or harnessed in while responding to an incident or participating in a community event
  - Establish procedures for responders who use their privately owned vehicles to respond to an incident
  - Ensure equipment in enclosed vehicle seating areas is secured
- Paragraph (M), WERE (Private Sector) Pre-Incident Planning (**7832**)
- Paragraph (N), ESO Pre-Incident Planning (**7832-7833**)

- NFPA 1660
  - Development of pre-incident plans for facilities, locations and infrastructure that may be vulnerable or at risk
  - Address superfund sites
  - Consult facility personnel for pre-incident plans
  - Pre incident plans should be reviewed and update annually
- Paragraph (O), Incident Management System **(7833-7835)**
  - Establish an incident management system or protocol based on the risk assessments and pre incident plans developed per paragraphs (C), (D), (M), and (N).
  - NIMS
  - Scalable
  - Designate an Incident Commander or Incident Safety Officer
  - NFPA 1500 and NFPA 1561
- Paragraph (P), Emergency Incident Operations **(7835-7839)**
  - **The SBREFA panel generally agreed that skilled support workers (SSWs) did not need additional emergency response-specific PPE when responding to emergency incidents. The SERs indicated that, even at emergency incidents, SSWs generally would need only the PPE they normally would use on any job. Any additional PPE that the SSW would need to be protected at the incident scene would need to be provided by the ESO.**
  - NIMS
  - Requires incident commander to develop an incident action plan
  - Establish control zones at a scene (Cold Zone, Warm Zone, Hot Zone and No Entry Zone)
  - Establish perimeters for these zones that are conspicuously marked
  - Minimum staffing
  - NFPA 1710
  - NFPA 1720
  - Respiratory protection procedures interior structural firefighting
  - Use of SCBA Immediately Dangerous to Life and Health (IDLH) environment
  - Ensure that each supplied-air respirator used in an IDLH atmosphere is equipped with a NIOSH-certified emergency escape air cylinder and pressure-demand facepiece
  - Requires communication between incident commander, responders, and communication/dispatch centers on scene
  - Rapid Intervention Crew for structural firefighting
  - Procedure for medical monitoring and rehabilitation for responders
  - Implement traffic safety procedures
  - PPE for SSWs
- Paragraph (Q), Standard Operating Procedure **(7839-7841)**
  - Develop a standard operating procedure for responding to emergency events
  - Describe actions taken by responders at incident and situations involving unusual hazards.
  - Procedure for protection from contaminants and for the decontamination of responders, PPE and equipment
  - Procedures for driving vehicle in emergency and non-emergency events, intersections and oncoming traffic
  - Vacant building response
  - NIMS
  - Evacuation of responders at an incident
  - Mayday situations
  - Roadside incidents

- Working along side law enforcement at crime scene, active shooter and civil disturbances
    - Baseline procedure for non-emergency responses
    - OSHA expresses concern about workplace violence and mentions that a rulemaking on workplace violence for emergency responders is on their regulatory agenda
  - Paragraph (R), Post Incident Analysis **(7841)**
    - Requires a post incident analysis after a significant event
  - Paragraph (S), Program Evaluation **(7841)**
    - Requires the annual review of the emergency response plan
  - Paragraph (T), Severability of the Rule **(7842)**
  - Portable Fire Extinguishers
  - Standpipe Hose Systems
  - Automatic Sprinkler Systems
- Additional Information on the Technological Feasibility of the Rule **(7842-7844)**
- Preliminary Economic Analysis **(7844-7997)**
  - Market failure and need for regulation **(7845-7851)**
    - Introduction **(7845-7846)**
    - Labor market imperfections **(7846-7850)**
      - Imperfect information **(7846-7847)**
      - Externalities **(7847-7848)**
        - **Volunteer responders may or may not be covered by Workers Compensation in any form (7847)**
      - Imperfect Competition (possible alternatives to this proposed rule) **(7848-7850)**
        - **Information Dissemination Campaigns (7848-7849)**
        - Workers Compensation Systems **(7849-7850)**
    - Tort Liability Options **(7850-7851)**
    - Summary **(7851)**
  - Profile of Affected Industries **(7851-7870)**
    - Introduction **(7851)**
    - **Affected Industries and Responders (7851-7852)**
    - **Entities Not Covered by the Proposed Rule (specific information on volunteers, state plans, and covered employees) (7852)**
      - **Table VII-B-1 Volunteer ESOs & Responders in State Plan States that Cover and Do Not Cover Volunteers (7853)**
    - Affected WEREs (private sector), Emergency Response Organizations, and Responders **(7853-7864)**
      - Table VII-B-1 Volunteer ESOs & Responders in State Plan States that Cover and Do Not Cover Volunteers **(7853)**
      - WEREs **(7853-7854)**
      - **Fire Departments (7854-7856)**
        - Table VII-B-2 Summary of Fire Departments by Type **(7854)**
        - Table VII-B-3 Summary of Responders by Type **(7854)**
        - Table VII-B-4 Summary Statistics by Department and Personnel Type **(7855)**
        - Table VII-B-5 Summary Statistics by Fire Department Operator for All Fire Department **(7855)**
        - **Table VII-B-6. Fire Departments and Firefighters in Scope by Department Type (7856)**
      - **Wildland and Firefighting Services (7856-7857)**
        - **States that all non-federal and non-prison labor wildland firefighting entities are private (7856)**

- Table VII-B-7. State Wildland Firefighting Programs and Inmate Firefighters Affected (7857)
- **Emergency Medical Services (7857-7859)**
  - **The ESOs considered in this section exclude EMS responders that operate as part of a fire department (as they are already included in the fire department profile detailed above) and public ESOs located in non-State Plan states. OSHA combined all other public EMS ESOs to arrive at an estimated affected population of ambulance service providers (7857)**
  - **National Association of Emergency Medical Technicians (NAEMT) (2014) estimates that approximately 39 percent of ambulance service entities are staffed by career responders, 21 percent by volunteers, and 41 percent by both. Unlike the USFA (2022) data used for the firefighter profile, NAEMT does not specify responder types at “mixed” or combination ambulance services (e.g., how many career responders are at ESOs that are primarily staffed with volunteers) (7858)**
  - **Since the NAEMT and (Bureau of Labor Statistics) BLS data are not granular enough to allow an exact calculation of the percentage of volunteers in State Plan states that cover or do not cover volunteers, OSHA assumes that the percentage of volunteer emergency medical service ESOs and responders located in these states is the same as for firefighters. (7858)**
  - **Table VII-B-8. Ambulance Services by Detailed Type of Provider (7858)**
  - **Table VII-B-9. Estimated Number of Ambulance Services and Personnel Career, Volunteer, and Mixed (7859)**
- **Technical Search and Rescue (7859-7863)**
  - **Volunteer data discussed (7860)**
  - **Table VII-B-10 Technical Water Rescue Entities and Employees Affected (7862)**
  - **Table VII-B-11 Estimated Number of Technical Search and Rescue Organizations and Responders - Career and Volunteer (7862-7863)**
- **Summary of Affected WEREs, ESOs, Responders, and Team Members (7863-7864)**
  - **Table VII-B-12. Combined Profile of WEREs, Fire Departments, Emergency Medical Services, and Technical Search and Rescue Entities – Summary (7864)**
- **Potentially Affected Small Entities (7864-7870)**
  - **Determining Entity Size (7864-7866)**
  - **WEREs (Private Sector) (7866)**
  - **Fire Departments and Responders by Population Served (7866)**
    - **Departments that serve 50,000 or fewer residents are considered small**
    - **Table VII-B-13. Small Fire Departments Affected**
    - **Table VII-B-14. Affected Firefighters at Small Fire Departments**
  - **Wildland Firefighting Services (7866)**
    - **Table VII-B-15. Small Wildfire Fighting Entities and Responders Affected**
  - **Emergency Medical Services (7866-7867)**
    - **Table VII-B-16. Small Emergency Medical Service Entities and Responders Affected**
  - **Technical Search and Rescue (7867-7868)**

- Table VII-B-17. Small Technical Search and Rescue Groups and Responders Affected
  - Summary of Affected Small Entities (7868-7870)
    - **Table VII-B-18. Combined Profile of Fire Departments, Emergency Medical Services, and Technical Search and Rescue Groups - RFA/SBA Small (7869)**
    - References (7869-7870)
- Cost of Compliance (7870-7955)
  - Introduction (7870)
  - Cost Assumptions (7870-7876)
    - Baseline non-compliance rates (7870-7873)
      - Table VII-C-1. Baseline Non-Compliance Rate by Provision of the Proposed Rule and Organization Size (7871-7882)
    - Type and Frequency of Medical Exams (7873-7876)
      - Exposure Threshold Adjustments (7873-7875)
        - **OSHA determined that 96.4 percent of firefighters at career fire departments within the 250–499 employee class size, 21.9 percent at mixed fire departments, and 0.2 percent at volunteer fire departments would meet the 15- combustion product exposure event threshold for an expanded medical exam that is at least equivalent to the criteria specified in a national consensus standard (like NFPA 1582) (7873)**
        - **Table VII-C-2. Percentage of Responders and Team Members by Employment Size Class Needing Medical Exams (7874-7875)**
      - Frequency of Medical Exams (7876)
  - Wage Estimates Used in the [Economic] Analysis (7876-7878)
    - **Volunteer firefighters, volunteer EMS providers, and volunteer technical search and rescue group members, however, do not receive wages for their services. OSHA believes it is appropriate to use the overall private industry median hourly wage, \$21.42. because volunteers come from a broad spectrum of the workforce; their primary occupational wage is a proxy for the opportunity cost of their time. (7876)**
    - **For career firefighters, the weighted average is calculated with 332,658 career and paid-per-call firefighters making the BLS median hourly wage for Firefighters is \$24.85 (7876)**
    - Table VII-C-3. Wage Rates Used in the [Economic] Analysis (7878)
  - Estimated Compliance Costs (7879-7955)
    - Firefighting (7879-7891)
      - Rule Familiarization (7879)
      - ESO Establishment of ERP and Emergency Service(s) Capability Team Member and Responder Participation (7879)
      - Team Member and Responder Participation (7879)
      - WERT and ESO Risk Management Plan (7879)
      - Medical and Physical Requirements (7879-7882)
        - **Table VII-C-4. Medical Surveillance Unit Costs - Structural and Wildland Fire Services and Firefighters (7881-7882)**
      - Training (7883-7891)
      - ESO Facility Preparedness (7883)
      - Equipment and PPE (7883)



- Vehicle Preparedness and Operation (7883)
- ESO Pre-Incident Planning (7883)
- Incident Management System Development (7884)
- Emergency Incident Operations (7884)
- Standard Operating Procedures (7884)
- Post Incident Analysis (7884)
- Program Evaluation (7884)
- **Table VII-C-5. Unit Labor Hours for Labor-Based Costs by Employment Size Class- Structural and Wildland Fire Services and Firefighters (7885-7887)**
- **Table VII-C-6. Labor-Based Unit Costs by Employment Size Class - Structural and Wildland Fire Services and Firefighters (7888-7891)**
- Information Relating to WEREs (Private Sector) (7892-7900)
- Emergency Medical Services (EMS) (7901-7907)
  - Medical and Physical Requirements (7901)
  - Training (7901)
    - OSHA made an initial assumption that EMS providers at smaller ESOs would have lower levels of certification but welcomes comment on this assumption.
  - ESO Facility Preparedness (7901)
  - Equipment and PPE (7901)
  - Post-Incident Analysis (7901)
  - **Table VII-C-10. Unit Burden for Labor-Based Costs by Employment Size Class - Emergency Medical Service Organizations and Responders (7903-7905)**
  - **Table VII-C-11. Labor-Based Unit Costs by Employment Size Class - Emergency Medical Service Organizations and Responders (7906-7907)**
- Technical Search and Rescue Groups (7908-7918)
  - **Technical search and rescue groups are assumed to incur the same labor hours and medical costs as EMS organizations for most provisions, with three exceptions. First, for initial and ongoing training OSHA assumes that technical search and rescue employees would expend 200 hours on initial training and would spend the same amount of time as firefighters on ongoing training. Second, in the case of emergency incident operations, the per incident time estimate is the same for both EMS and technical search and rescue; however, the number of incidents that these groups respond to each year differs, which results in different annual time spent responding to all incidents. Third, the time per incident for technical search and rescue groups to conduct a post-incident analysis is five minutes instead of one minute as estimated for EMS. (7908)**
  - Wilderness and Urban Search and Rescue (7908-7914)
    - **Table VII-C-12. Unit Burden for Labor-Based Costs by Employment Size Class - Wilderness and Urban Search and Rescue Groups and Responders (7909-7911)**
    - **Table VII-C-13. Labor-Based Unit Costs by Employment Size Class - Wilderness and Urban Search and Rescue Groups and Responders (7912-7914)**
  - Additional Technical Water Rescue Entities (7915-7918)

- Table VII-C-14. Labor-Based Unit Costs by Employment Size Class - Additional Technical Water Rescue Groups and Employees **(7915-7918)**
  - Total Costs **(7919-7955)**
    - Total Costs of the Proposed Rule **(7919-7951)**
      - Table VII-C-15 Total Cost Summary by Provision - All Organizations, 3 Percent [Annualized] Discount Rate **(7920-7927)**
      - Table VII-C-16. Total Cost Summary by Provision -All Organizations, 7 Percent [Annualized] Discount Rate **(7928-7935)**
      - Table VII-C-17. Total Cost Summary by Provision -All Organizations,0 Percent [Annualized] Discount Rate **(7936-7943)**
      - Table VII-C-18. Total Cost Summary by Provision - Organizations Considered Small by SBA/RFA Definitions, 3 Percent [Annualized] Discount Rate **(7944-7951)**
    - Insurance Adjustments for Medical Exam Costs **(7952-7955)**
      - Table VII-C-19 Insurance-Adjusted Medical and Physical Requirements Costs -All Organizations, 3 Percent [Annualized] Discount Rate **(7953)**
      - Table VII-C-20 Total Costs with Insurance-Adjusted Medical and Physical Requirements Costs -All Organizations, 3 Percent [Annualized] Discount Rate **(7954)**
      - References **(7955)**
  - Benefits **(7955-7971)**
    - Introduction **(7955-7956)**
    - Benefits From Reducing Responder Fatalities **(7956-7960)**
      - Table VII-1. Estimated Number of Fatal Incidents in OIS Database by Nature of Fatality, 2007-2021 **(7958)**
      - Table VII-2: Fatalities in OIS Database Addressed by Provisions of the Proposed Rule (Excluding Heart Attacks) **(7959)**
      - Table VII-3. Estimated Number of Fatal Heart Attacks in OIS Database by Activity, 2007-2021 **(7959)**
      - Using the 2022 estimate of the value of a statistical life (VSL) developed by the U.S. Department of Transportation (DOT), \$12.5 million, OSHA estimates the benefit from avoiding 20.5 fatal incidents (16.1 firefighter and 4.4 nonfirefighter responders) other than heart attacks in Year 1 would produce benefits of \$256.2 million in 2022 dollars **(7960)**
    - Benefits From Reducing Non-Fatal Injuries for Responders **(7960-7961)**
      - Table VII-4. Leading Causes of Non-Fatal Injuries to Firefighters with Lost Time from Work, 2007-2021 **(7961)**
      - Table VII-5. Non-Fatal Injuries to EMTs and Paramedics, All Ownerships, 2007- 2020 **(7961)**
    - Benefits From Preventing Some Firefighter and EMT Suicides **(7962)**
    - Cancer Cases in Firefighters **(7962-7964)**
      - Table VII-6. Estimated Annual Incidents of Cancer in Firefighters, by Type of Cancer **(7963)**
      - References **(7963-7964)**
    - Benefits From Reducing Cancer Fatalities of Firefighters Through Screening **(7964-7965)**
      - **Under the proposed standard, increased screening would be required for firefighters with at least 15 exposures to combustion products per year or who**

**have a medically-indicated need for ongoing surveillance. Based on data from NFPA on the number of fire calls responded to, 98 percent of career firefighters and 2.2 percent of volunteer firefighters meet one of these criteria. (7964)**

- **Table VII-9. Benefits of Firefighter Cancer Fatalities Prevented by Screening, Millions 2022\$ (7965)**
- **Benefits From Reducing Cancer Fatalities of Firefighters Through General Medical Evaluation and Other Provisions of the Proposed Standard (7966-7967)**
  - **Table VII-10 Benefits of Prevented Cancer Fatalities by General Medical Evaluation (7967)**
- **Summary of Quantified Benefits (7967-7968)**
  - **Table VII-11 Summary of Benefits, Millions 2022\$ (7968)**
- **Non-Quantified Benefits for Emergency Responders (7968-7969)**
- **Other Non-Quantified Benefits to Society (7969)**
- **References (7969)**
- **Appendix A, NIOSH Firefighter Fatalities (7969-7970)**
- **Appendix B (7971)**
  - **Table B-1. Summary of Benefits Sensitivity Analysis, Millions \$2022 (7971)**
- **Economic Feasibility Analysis (7972)**
  - **Introduction (7972)**
  - **Analytical Approach (7972)**
    - **OSHA typically begins by using two screening tests to determine whether the costs of the rule are beneath the threshold level at which the economic viability of an affected industry might be threatened. (7972)**
    - **While there is no hard and fast rule on which to base the threshold, OSHA generally considers a rule to be economically feasible for an affected industry when the annualized costs of compliance are less than one percent of annual revenues for an average firm in that industry. The one percent revenue threshold is intentionally set at a low level so that OSHA can confidently assert that the rule is economically feasible for industries where the average firm is below the threshold (i.e., industries for which the costs of compliance are less than one percent of annual revenues). (7972)**
    - **The second screening test that OSHA traditionally uses for private entities to consider whether a rule is economically feasible for an affected industry is if the costs of compliance are less than ten percent of annual profits for the average firm in an industry. (7972)**
    - **For public entities, OSHA considers the costs of compliance compared to the revenue for the entire locality as an alternative revenue measure to assess regulatory impacts. To the extent that a city or town's budget can be reallocated to different functions, this approach may result in a better representation of how the costs of the proposed rule might impact a given government entity. There has been no threshold established for public entities equivalent to the ten percent profits threshold for private entities, but the agency invites comment on what would reasonably apply to the public sector. (7972)**
  - **Impacts (7972-7979)**
    - **To estimate public fire department revenue by department type (career, volunteer, and mixed), OSHA used data from Firehouse Magazine's (2022) 2021 National Run Survey, 2021 Volunteer Fire Department Run Survey, and 2021 Combination Fire Department Run Survey, respectively. Each of these surveys presents statistics on funding and staffing. In order to extrapolate from these**

fire departments to the entire universe of public fire departments in the U.S., OSHA calculated the median budget per employee for each department type and multiplied that estimate by the number of firefighters in each size class as reported in the fire department profile. (7972-7973)

- Table VII-E-1. Private Sector Profit Rates Used in the Economic Feasibility Analysis (7974)
- Revenues for public organizations generally range from less than 0.01 percent to 0.16 percent. Public volunteer fire departments are the only emergency response service group with costs as a percent of revenues estimated to exceed the one percent revenue test, at an estimated 4.99% of revenues. In most situations, OSHA expects that the affected community would be able to allocate the very small additional share of the locality revenues necessary to permit the fire department to comply with the standard. (7974)
- Table VII-E-2. Economic Impacts Experienced by Organizations Affected by the Proposed Rule with Costs Calculated Using a 3 Percent [Annual] Discount Rate - All Public State-Plan State Organizations (7975)
  - Average Annual cost of this proposed rule to Volunteer fire departments (\$14, 551), 4.99% of a department's annual revenue on average, or .16% of a localities revenue on average. (7975)
- Table VII-E-3. Economic Impacts Experienced by Organizations Affected by the Proposed Rule with Costs Calculated Using a 3 Percent [Annual] Discount Rate - All Private Organizations (7976)
- Based on these findings, OSHA is unable to certify that the proposed rule will not have a significant economic impact on a substantial number of small entities and has therefore prepared an internal regulatory flexibility analysis, to further examine issues related to small entities and the proposed rule. (7977)
- Table VII-E-4. Economic Impacts Experienced by Organizations Affected by the Proposed Rule with Costs Calculated Using a 3 Percent [Annual] Discount Rate - RFA Small (Public) Organizations (7978)
  - Average Annual cost of this proposed rule to Volunteer fire departments (\$14,397), 5.17% of a department's annual revenue on average, or .17% of a localities revenue on average. (7978)
- Table VII-E-5. Economic Impacts Experienced by Organizations Affected by the Proposed Rule with Costs Calculated Using a 3 Percent Discount Rate - SBA Small (Private) Organizations (7979)
  - Average Annual cost of this proposed rule to Volunteer fire departments (\$13,702), .08% of a department's annual revenue on average, or 2.37% of profit on average. (7979)
- Initial Regulatory Flexibility Analysis (7980-7997)
  - Introduction (7980)
  - Initial Regulatory Flexibility Analysis (7980-7995)
    - Description of the Impact of the Proposed Rule on Small Entities (7980)
    - Description of the Reasons Why Action by the Agency Is Being Considered (7980)
    - Statement of the Objectives of and Legal Basis for the Proposed Rule (7981)
    - Description and Estimate of the Number of Small Entities to Which the Proposed Rule Will Apply (7981)
    - Description of the Projected Reporting, Recordkeeping, and Other Compliance Requirements of the Proposed Rule (7981-7982)

- **Table VII-F-1. Average Costs of Each Provision of the Proposed Rule for Small Public State-Plan State Entities Affected by the Proposed Emergency Response Rule by Emergency Response Service Sector and Organization Type (7983-7984)**
  - **Table VII-F-2. Average Costs for Small Private Entities Affected by the Proposed Emergency Response Rule by Emergency Response Service Sector and Organization Type (7985-7987)**
  - **Federal Rules Which May Duplicate, Overlap, or Conflict With the Proposed Rule (7988)**
  - **Alternatives to the Proposed Rule (7988)**
    - **SBREFA Panel Recommendations (7988-7994)**
      - **Table VII-F-3 SBAR Panel Recommendations and OSHA Responses (7989-7993)**
        - **Review and thoroughly present who and who is not in the scope of this proposed rule (7989)**
        - **Determine which states consider volunteer firefighters as employees (7989)**
        - **Thoroughly consider whether volunteers currently covered as employees would be negatively impacted by inclusion in all the provisions of this rule (7989)**
        - **The Panel recommends that OSHA consider the feasibility of implementation for small and volunteer departments and review whether exemption from some or all parts of the standard would be appropriate for some or all small or volunteer departments (7989)**
        - **OSHA should continue working to identify additional areas where burdens could be reduced or eliminated for small and volunteer departments (7989)**
        - **OSHA must thoroughly explain how the economic feasibility analysis for this proposed rule took into account volunteer departments that are sustained wholly by donations from the community. (7990)**
        - **The Panel recommends that OSHA clarify the use of NFP A provisions in the proposed rule and consider how incorporation by reference could affect small and volunteer ESOs (7992)**
        - **The Panel recommends that OSHA consider replacing prescriptive provisions with performance-based provisions, where practical, and tailor, to the extent possible, certain requirements of this standard for small and volunteer ESOs (7993)**
    - **Regulatory Alternatives (7994-7995)**
      - **Table VII-F-4. Costs for Regulatory Alternatives (2022\$) (7994)**
      - **Table VII-5. Summary of Benefits for Regulatory Alternatives (7995)**
  - **Net Benefits (7996-7997)**
    - **Table VII-F-6 Annualized Net Benefits of Proposed Emergency Response Standard (7996)**
    - **Table VII-F-7. Unannualized Benefits and Costs by Year for a 50-Year Time Horizon (7996-7997)**
- **Additional Requirements (7997-8008)**

- Unfunded Mandates Reform Act (7997)
  - **The Unfunded Mandates Reform Act (UMRA) requires agencies to assess the anticipated costs and benefits of a rule before issuing “any general notice of proposed rulemaking” that includes a Federal mandate that may result in expenditures in any one year by State, local, and tribal governments, in the aggregate, or by the private sector, of at least \$100 million, adjusted annually for inflation. In 2023, that threshold is \$177 million. (7997)**
  - **OSHA says this proposed rule does not place a mandate on State or local government, for purposes of the UMRA, because the agency’s standards do not apply to State and local governments. Rather states that have elected voluntarily to adopt a State Plan approved by the agency must adopt a standard at least as effective as the Federal standard, which must apply to State and local government agencies. (7997)**
  - **Based on the analysis presented in the Preliminary Economic Analysis and Initial Regulatory Flexibility Analysis, section VII. of this preamble, OSHA concludes that the proposed rule would impose a Federal mandate on the private sector of \$100 million or more annually, adjusted for inflation. The Preliminary Economic Analysis constitutes the written statement containing a qualitative and quantitative assessment of the anticipated costs and benefits required by UMRA. (7997)**
- Consultation and Coordination With Indian Tribal Governments/Executive Order 13175 (7997-7998)
- Environmental Impacts/National Environmental Policy Act (7998)
- Consensus Standards (7998)
- Executive Order 13045 (Protecting Children From Environmental Health and Safety Risks) (7998)
- Federalism (7998)
- **Requirements for States With OSHA Approved State Plans (7998-7999)**
  - **Plan adoption must be completed within six months of the promulgation date of the final Federal rule. OSHA preliminarily concludes that this proposed rule would increase protections beyond those provided by current standards, including 29 CFR 1910.156. Therefore, within six months of any final rule’s promulgation date, State Plans would be required to adopt standards that are identical or “at least as effective” as this rule, unless they demonstrate that such amendments are not necessary because their existing permanent standards are already “at least as effective” in protecting workers. (7998)**
  - **OSHA may permit a longer time period if the State timely demonstrates that good cause exists for extending the time limitation. (7999)**
  - **Of the 29 States and Territories with OSHA-approved State Plans, 22 cover both public and private-sector employees: Alaska, Arizona, California, Hawaii, Indiana, Iowa, Kentucky, Maryland, Michigan, Minnesota, Nevada, New Mexico, North Carolina, Oregon, Puerto Rico, South Carolina, Tennessee, Utah, Vermont, Virginia, Washington, and Wyoming. The remaining seven States and Territories cover only State and local government employees: Connecticut, Illinois, Maine, Massachusetts, New Jersey, New York, and the Virgin Islands. (7999)**
- OMB Review Under the Paperwork Reduction Act of 1995 (7999, 8008)
- **Table V-1 -- Collection of Information Requirements Being Revised in the Fire Brigades Standard (Comparison between current Emergency Response Standard and the proposed updated standard) (8000-8008)**
- **OSHA’s Proposed Emergency Response Standard Text (8009-8023)**