



Fall Protection Policy			
CITY OF APPLETON POLICY		SECTION:	Safety
ISSUE DATE:	January 2005	LAST UPDATE:	Revised April 2024
POLICY SOURCE:	Human Resources Department		
POLICY AUDIENCE:	All Employees		

I. PURPOSE AND SCOPE

This fall protection policy was developed to provide criteria for the recognition, control and/or elimination of potential fall hazards which includes slips, trips and falls on the same walking/working surface level and elevated falls at a level of four feet or greater that may require the use of fall protection systems. This program is intended to meet the requirements of Occupational Safety and Health Administration’s (“OSHA”) walking and working surfaces standard (29 CFR 1910.21-1910.30) and personal fall protection systems standard (29 CFR 1910.140) which have been adopted by the Wisconsin Department of Safety and Professional Services (“WI DSPS”) by Wis Stat. §101.055 (2021-22).

II. POLICY

The City of Appleton is committed to providing a safe workplace. All employees and contractors are expected to follow all procedures set forth in this policy. Failure to comply with this policy may lead to disciplinary action up to and including discharge.

III. RESPONSIBILITIES

The City of Appleton firmly believes protecting the health and safety of our employees is everyone’s responsibility. All levels of the organization assume some level of responsibility for this policy including the following:

A. Department Directors, Deputy Directors, and Supervisors:

1. Provide support to properly implement fall protection control systems and equipment as those systems and items are needed or required.
2. Either perform the responsibilities of a competent person (see below) or select a designee(s) to serve as a competent person.
3. Enforce the use of selected fall protection systems and equipment.
4. Ensure employees are trained in the proper use of fall protection systems and equipment.

B. Competent Person(s) (as designated by Department Director):

1. Regularly conduct fall hazard audits/assessments to identify potential slip, trip and fall hazards, as well as falls from height hazards and take corrective action as needed.
2. Identify and implement the appropriate fall protection control methods when hazards cannot be eliminated.
3. Ensure all persons working at heights over four feet have received proper training.

4. Ensure fall protection is taken “out of service” following impact loading so all components can be inspected.
5. Ensure a rescue plan is in place beforehand in the event of an employee fall when personal fall arrest systems are used.
6. Ensure fall protection equipment is properly and periodically inspected according to manufacturer’s guidelines, manufacturer’s instructions, and applicable standards.

C. Employees:

1. Attend appropriate training as assigned.
2. Inspect fall protection systems and equipment prior to each use in accordance with manufacturer’s guidelines and instructions.
3. Utilize fall protection systems and equipment as required.
4. Wear all other required personal protective equipment (“PPE”).
5. Comply with all aspects of this policy.

IV. **FALL ASSESSMENT(S)**

A. Each department should regularly inspect and maintain their walking-working surfaces in a safe condition. A sample walking-working inspection form can be found under Appendix A to provide guidance on what to inspect and to document during this inspection (though documentation of this inspection is not required by either OSHA or WI DSPS). In addition, each department is responsible for evaluating their workspaces and operations for fall hazards and determining the best control method(s) to protect their employees. A sample fall hazard assessment can be found under Appendix B to provide guidance on what to inspect and to document during this assessment (though documentation of it is not required by either OSHA or WI DSPS). Consideration should be given to the hierarchy of hazard control, which organizes risk control techniques from the most effective to least effective (examples are shown below in order of decreasing effectiveness and preference):

1. Elimination of the fall hazard by bringing the work down to safe ground level.
2. Passive fall protection systems, such as guardrails, safety nets and hole covers that do not require active participation by an employee.
3. Active fall protection systems that require employee involvement, training, and proper use such as:
 - i. Travel restraint systems that prevent an employee from reaching a fall hazard.
 - ii. Personal fall arrest systems that utilize equipment that stops/limits a fall after it occurs.
4. Administrative controls such as work practices or procedures to signal or warn an employee to avoid approaching a potential fall hazard.

V. **FALL PROTECTION CONTROL SYSTEMS**

With the passage of OSHA’s walking-working surface standard in January 2017, employers are no longer required to make guardrails the primary means of fall protection. Instead, employers may choose from a range of the following accepted fall protection control systems that is appropriate for the situation:

A. Walking and Working Surfaces – General Controls:

1. All passageways, storerooms, service rooms, and walking/working surfaces must be kept clean, orderly, sanitary, and if feasible, dry condition.
2. Maintain drainage in areas where wet processes are used, and provide dry standing places such as false floors, platforms, and mats, if feasible.
3. Maintain walking/working surfaces free of sharp or protruding objects, loose boards and flooring, corrosion, leaks, spills, snow, ice and other slip, trip and fall hazards.
4. Ensure there is sufficient clearance in aisles, at loading docks, and wherever turns or passage must be made when using material handling equipment.
5. All walkways or paths used in building egress in the event of an emergency must always be kept clear and free of any obstructions.
6. Any deficiency identified must be corrected or repaired prior to employee use.

B. Guardrail Systems:

Guardrail systems are installed on open sides of elevated locations. The guardrail consists of a vertical barrier with a top-rail, mid-rail, toe board (for certain applications) and intermediate vertical rails erected along an unprotected or exposed side, edge, or other area of a walking-working surface to prevent employees from falling to a lower level. Departments utilizing guardrail systems must follow OSHA's specifications as listed under 29 CFR 1910.29(b).

C. Personal Fall Arrest System ("PFAS"):

Personal fall arrest systems consist of an anchorage point, connectors, full-body harness, deceleration device, lifeline, or suitable combinations. PFASs limit the maximum arresting force on an employee that has fallen and is rigged so an employee cannot free fall more than six feet or contact any lower level. Departments utilizing personal fall arrest systems must follow OSHA's specifications as listed under 29 CFR 1910.140.

D. Travel Restraint (Tether) System:

Travel restraint systems prevents employees from falling by keeping them from reaching an area where a fall hazard exists. An employee is secured to an anchorage point using a travel restraint (tether) line short enough to prevent the person's center of gravity from reaching a fall hazard. Departments utilizing travel restraint systems must follow OSHA's specifications as listed under 29 CFR 1910.140.

E. Safety Net System:

A horizontal or semi-horizontal, cantilever-style barrier that uses a netting system to stop falling employees before they contact a lower level or obstruction. Safety nets can be used where the use of ladders, scaffolds, temporary floors or safety lines are impractical. Departments utilizing safety net systems must follow OSHA's specifications as listed under 29 CFR 1910.29(c).

F. Warning Line System:

Warning line systems are typically composed of a physical barrier located near an unprotected side or edge to warn employees they are approaching a fall hazard area during roofing projects affecting large areas of the roof. Warning line system use is restricted to low slope roof top work and shall be used in conjunction with a safety

monitoring system at a minimum. These systems may also utilize a guardrail, personal fall restraint system or personal fall arrest system to minimize/eliminate the fall hazard. Warning line systems consist of supporting stanchions and ropes, wires or chains erected around all sides of open edged work areas. Departments utilizing warning line systems must follow OSHA's specifications as listed under 1910.29(d).

G. Leading Edges (unprotected sides and edges):

Each employee working on or near a leading edge four feet or more above a lower level must be protected by either a guardrail system, safety net system, travel restraint system or a personal fall arrest system.

H. Ladder Safety System (for fixed ladders)

This is a system or device that attaches to a fixed ladder designed to eliminate or reduce the possibility of an employee falling off a fixed ladder. A ladder safety system usually consists of a carrier, safety sleeve, lanyard, connectors and fall body harness. Ladder safety systems must be installed on all existing fixed ladders more than twenty-four feet above a lower level before November 18, 2036. Ladder safety systems must be equipped on any newly installed ladder after November 19, 2018, that is more than twenty-four feet above a lower level. Departments utilizing ladder safety systems must follow OSHA's specifications as listed under 29 CFR 1910.28(b)(9) and 29 CFR 1910.29(i).

I. Floor Openings:

All floor holes two inches in diameter or more must be guarded by one of the following methods (29 CFR 1910.28(b)(3)):

1. A standard guardrail on all exposed sides.
2. A covering of sufficient strength and construction to handle the heaviest load that could be placed on it. The cover must be secured in place and must not create a tripping hazard. It must also be clearly marked/labeled as "Hole" or "Cover".

J. Wall Openings:

All wall opening four feet or more above an adjacent surface must be protected using any of the following control methods: guardrail systems, safety net systems, travel restraint systems or personal fall arrest systems. If the wall opening extends to the floor, a toe board at least four inches high shall be installed to prevent materials accidentally falling from the edge. 29 CFR 1910.28(b)(1)

K. Skylights

Skylights are considered an opening when present on a roof. A standard guardrail or skylight screens capable of supporting, without failure, at least twice the maximum intended load that may be imposed on the cover at one time to prevent accidental displacement shall be installed. 29 CFR 1910.28(b)(3)(i)

L. Loading Docks (four feet or higher)

Loading docks must be protected by a guardrail or barricade system when loading is not in progress and the dock door is kept open.

M. Work Above Dangerous Equipment or Materials

When working at any height above dangerous equipment or materials, each applicable employee must be protected from falling into or onto the dangerous equipment or materials by either a guardrail system, equipment guards, safety net system, travel restraint system or a personal fall arrest system. 29 CFR 1910.28(b)(6)

N. Building Rooftops

On buildings where fall restraint or fall protection is installed, only authorized personnel may perform work. On buildings where no rooftop fall protection is provided by a permanent guardrail system, such as a parapet, or personal fall arrest/travel restraint system, the Director or designee must create a fall protection plan, based on the work being done, prior to employees accessing a rooftop. Control measures include the following:

1. Work on Low-Slope Roofs: Fall protection control measures when working on low sloped roofs (less than or equal to 4/12 pitch) that has one or more unprotected side or edge shall include one of the following, as listed under OSHA standard 29 CFR 1910.28(b)(13):
 - i. Work performed less than 6 feet from the roof edge – utilize either of the following: guardrail system, safety net system, travel restraint system and/or personal fall arrest system.
 - ii. Work performed more than 6 feet from the roof edge but less than 15 feet from the roof edge – utilize either of the following: guardrail system, safety net system, travel restraint system, personal fall arrest system and/or a designated work area (only if the work being performed is infrequent and temporary). OSHA defines “temporary” as the duration of the task the worker performs is brief or short and can be performed in less time that it takes to install or set up conventional fall protection. OSHA defines an “infrequent” task as one that is performed only on occasion (e.g., once a month, once year), when needed (e.g. equipment breakdowns, etc.) or at sporadic or irregular intervals. Infrequent tasks do not include those tasks that workers perform as a primary or routine part of their job or repeatedly at various locations during a work shift.
 - iii. Work performed more than 15 feet from the roof edge – utilize either of the following: guardrail system, safety net system, travel restraint system, personal fall arrest system and/or a designated work area. Note: these fall protection systems are not required when the work being performed is infrequent, temporary and when there is a work rule that is implemented and enforced prohibiting employees from going within 15 feet of the roof’s edge.
2. Work on Steep-Slope Roofs: Fall protection control measures when working on steep-sloped roofs (greater than 4/12 pitch) that has one or more unprotected side or edge shall include one of the following:
 - i. Guardrail System with Toe Boards
 - ii. Safety Net Systems
 - iii. Personal Fall Arrest System

O. Excavations

Excavations four feet or more deep shall be protected by a guardrail system, fence, or barricade when the excavation cannot be readily seen because of plant growth or another visual barrier. Each employee at the edge of a well, pit, or shaft four feet deep or more must be protected from falling by guardrail systems, fences, barricades, or covers.

P. Scaffolds and Aerial Lifts

Scaffolding is any temporary elevated or suspended platform and supporting structure used for supporting workers and/or materials. This includes supported and suspended scaffolds as well as aerial lifts (e.g., scissors lift, boom lift, etc.). Only authorized employees may utilize scaffolding/aerial lifts and only after receiving proper training. Appropriate fall protection when using scaffolds or aerial lifts includes any of the following: personal fall arrest system and/or a guardrail system. Employees must use fall protection when on a scaffold that is ten (10) feet or more above a lower level.

Q. Vehicle Repair and Service Pits

Employers do not have to provide fall protection systems for vehicle service and repair pits that are less than ten feet deep, provide the following:

1. Access within six feet of the pit edge is limited to trained and authorized employees only;
2. Floor markings or warning lines and stanchions are applied at least 6 feet from the pit edge; and
3. Visible caution signs are posted that state "Caution – Fall Hazard – Open Pit", or similar verbiage.

Departments utilizing fall control methods around vehicle repair and service pits must follow OSHA's specifications as listed under 29 CFR 1910.28(b)(8).

VI. RESCUE PLAN AND PROCEDURES

When personal fall arrest systems are used, special consideration must be given to promptly rescuing an employee should a fall occur. The Fall Rescue Plan Form ([Appendix C](#)) can be used to assist in the development of a rescue plan. When conducting this assessment, evaluate the availability of rescue personnel, ladders, or other rescue equipment for situations where an employee cannot perform self-rescue. Emergency contact information should be posted at the work area if relying on outside organizations for rescue.

VII. TRAINING

A. Initial Training: Any employee who is exposed to fall hazards, who use fall protection control systems, or will be required to create a fall protection plan will receive training that includes the following:

1. The nature of fall hazards in the work area and how to recognize them.
2. The procedures to be followed to minimize those hazards.
3. The correct procedures for selecting, installing, inspecting, operating, maintaining, and disassembling the fall protection systems that the employee uses.

4. The limits of all protection systems.
 5. The correct use of personal fall protection systems and equipment including, but not limited to, proper hook-up, anchoring, tie-off techniques, inspection, and storage, as specified by the manufacturer.
- B. Retraining: Employees will receive re-training when there is reason to believe that the employee does not have the understanding and/or skills required to use fall protection systems or equipment safely. Situations requiring retraining, include, but are not limited to, the following:
1. When changes in the workplace render previous training inadequate or obsolete.
 2. When changes in the types of fall protection system or equipment to be used render previous training inadequate or obsolete.
 3. When inadequacies are observed or identified in an employee's knowledge or use of fall protection systems or equipment.
 4. When the employee performs any task or uses equipment in an unsafe manner.

VIII. APPENDICES

- A. Appendix A – Sample Walking-Working Surface Inspection Form
- B. Appendix B - Sample Fall Hazard Assessment Form
- C. Appendix C – Sample Fall Rescue Plan Form

**Appendix A: Sample Walking-Working Surface Inspection Form
(for Slip, Trip and Fall Hazards)**

Location Assessed:		Assessed by:		Date:
Walking – Working Surfaces				
Surface Conditions:		Yes	No	N/A
1. Floors are kept clean, orderly, sanitary, and dry (except where wet processes are necessary).				
2. Where wet floors or processes are necessary, proper drainage and/or raised surfaces, dry standing platforms, mats, or other non-slip materials are provided.				
3. Floors are free of leaks, spills, water, snow, ice, and other slip hazards.				
4. Floors are free from protruding nails, loose boards, cracked tiles, and other tripping hazards.				
5. Holes are repaired or covered.				
6. Surfaces in poor condition are repaired or guarded by visible barricades.				
7. Carpeting and floor mats/trim, lay flat and are securely fixed.				
8. Entryways have absorbent mats to prevent slips due to wet conditions.				
9. Adequate headroom is provided for the entire length of all walkways.				
10. There is adequate clearance in aisles, through doorways, and at loading docks.				
11. Floors can support the maximum intended load.				
12. Parking lots and sidewalks are free of broken pavement, potholes, and gaps.				
Housekeeping Hazards:		Yes	No	N/A
13. Work areas, aisles, and walkways are free of debris or clutter.				
14. Walkways are free of cords and wiring.				
15. Exit and entrances are kept unobstructed.				
16. Emergency exits are clearly marked.				
17. Landings and stairways are free of debris and storage.				
18. Containers are readily available for the disposal of trash.				
19. Equipment and materials are cleaned up and properly stored when not in use.				
20. All spilled materials are cleaned up immediately.				
21. There are adequate supplies for spill clean-up, barricading and wet-floor signs.				
Stairs and Guardrails:		Yes	No	N/A
22. Handrails are present if stairs have one or more risers.				
23. Handrails and stair rails are securely fastened and at the proper height (between 30-38”).				
24. Guardrails are provided wherever walking surfaces are elevated more than 48 inches above the floor.				
25. Doors to stairways open onto stairway landings, not directly on a step.				
26. Standard guardrails are provided at every stairway or ladderway floor opening.				
General:		Yes	No	N/A
27. Adequate lighting is provided and functioning in all work areas.				
Required Actions / Recommendations (use back of form as needed)				
Hazard (question # from above)				
Additional Comments (use back of form as needed)				

Appendix B: Sample Fall Hazard Assessment Form

(This form may be used to assess work involving fall hazards of four feet or more in height.)

Location / Work Task Assessed:	Assessed by:	Date:
Description of Work Activity / Scope of Work:		
1. Identify potential fall hazards (check all that apply):		
<input type="checkbox"/> Mobile Elevating Work Platforms	<input type="checkbox"/> Excavation / Trench Edges	<input type="checkbox"/> Floor Openings
<input type="checkbox"/> Wall Openings	<input type="checkbox"/> Skylight Openings	<input type="checkbox"/> Roof / Hatch Openings
<input type="checkbox"/> Elevator Shaft	<input type="checkbox"/> Scaffold Erection/Disassembly	<input type="checkbox"/> Fixed Ladder (over 24 ft.)
<input type="checkbox"/> Unprotected Sides or Edges	<input type="checkbox"/> Roof Steep Slope (> 4:12 pitch)	<input type="checkbox"/> Slip/Trip Hazards
<input type="checkbox"/> Roof Work (> 15 ft. of edge)	<input type="checkbox"/> Roof Low Slope (<4:12 pitch)	<input type="checkbox"/> Vehicle Repair/Service Pit
<input type="checkbox"/> Roof Work (within 6 ft of edge)	<input type="checkbox"/> Roof Work (6 ft to 15 ft of edge)	<input type="checkbox"/> Difficult Access
<input type="checkbox"/> Debris/objects falling to lower level	<input type="checkbox"/> Work over dangerous equipment / materials	
<input type="checkbox"/> Other:		
<input type="checkbox"/> Other:		
<input type="checkbox"/> Other:		
2. Describe the fall hazard(s) in more detail (use the back of this form as needed):		
3. Identify fall protection systems to be used:		
<input type="checkbox"/> Guardrail System	<input type="checkbox"/> Covers/Hatches	<input type="checkbox"/> Warning Line w/ Stanchions
<input type="checkbox"/> Mobile Elevating Work Platforms	<input type="checkbox"/> Personal Fall Arrest System	<input type="checkbox"/> Travel Restraint System
<input type="checkbox"/> Ladder Safety Device	<input type="checkbox"/> Scaffold with Guardrail	<input type="checkbox"/> Horizontal Lifeline
<input type="checkbox"/> Controlled Access Zones	<input type="checkbox"/> Safety Net System	<input type="checkbox"/> Warning Signs
<input type="checkbox"/> Vertical Lifeline	<input type="checkbox"/> Safety Monitor Posted at Controlled Access Zone	
<input type="checkbox"/> Other:		
<input type="checkbox"/> Other:		
4. Identify methods for overhead protection for workers who may be in, or pass through the area below the worksite:		
<input type="checkbox"/> Barricading	<input type="checkbox"/> Hard Hats Required	<input type="checkbox"/> Warning Line
<input type="checkbox"/> Toe Boards	<input type="checkbox"/> Floor Covers	<input type="checkbox"/> Catch Net
<input type="checkbox"/> Screens on guardrails	<input type="checkbox"/> Tool Tethers or Lanyards	<input type="checkbox"/> Warning Signs
<input type="checkbox"/> Attendant Posted	<input type="checkbox"/> Other:	
5. Additional requirements, considerations or task modifications needed:		

Appendix C: Sample Fall Rescue Plan

(ANSI Z359.2-6.1 recommends that rescue of a suspended worker be performed in less than six minutes to help prevent suspension trauma.)

Location:	Date:	
Description of Work Activity to be Performed:		
1. Name and phone number of authorized rescue team members if not using Appleton Fire Department to perform rescue:		
2. Method(s) of communication to be used between elevated worker and others to maintain regular communication:		
<input type="checkbox"/> Verbal (face to face)	<input type="checkbox"/> Mobile or Regular Phone	<input type="checkbox"/> Two-way Radio / Headset
<input type="checkbox"/> Other:		
3. What equipment is needed to ensure prompt response for a suspended worker:		
<input type="checkbox"/> Ladder	<input type="checkbox"/> Scaffold	<input type="checkbox"/> Roof Access (Keys Needed?)
<input type="checkbox"/> Mobile Elevating Work Platform	<input type="checkbox"/> Worker will perform self-rescue	<input type="checkbox"/> First Aid Kit
<input type="checkbox"/> Rescue Kit w/ Winch	<input type="checkbox"/> Aerial Ladder Truck	<input type="checkbox"/> Climbing / Rope Rescue System
<input type="checkbox"/> Stretcher	<input type="checkbox"/> Life Ring	<input type="checkbox"/> Alternative Lowering Device
<input type="checkbox"/> Other:		
<input type="checkbox"/> Other:		
4. How will others be protected:		
<input type="checkbox"/> Assign someone to direct traffic	<input type="checkbox"/> Set up barriers / barricades	<input type="checkbox"/> Other:
5. Check if completed (include any comments):		
<input type="checkbox"/> Have alternatives to using fall arrest equipment been considered?		
<input type="checkbox"/> Has rescue equipment been inspected and in good shape?		
<input type="checkbox"/> Is equipment adequate for this rescue plan?		
<input type="checkbox"/> Have communication devices been identified, located, and tested?		
<input type="checkbox"/> Are all rescuers familiar with the use of the rescue equipment?		
<input type="checkbox"/> If working over water, is there a boat available?		
6. Critical Rescue Factors:		
<input type="checkbox"/> Where is the anchor point(s) for assisted rescue, if applicable?		
<input type="checkbox"/> Where is the landing area to be used for rescue, if applicable?		
<input type="checkbox"/> Are there any rescue obstructions or potential hazards?		
7. Rescue response procedures (use the back of this form as needed):		
<input type="checkbox"/> 911 should be the 1 st call for the Appleton Fire Department.		
<input type="checkbox"/> If possible, have the suspended employee perform a self-rescue.		
<input type="checkbox"/> Notify authorized rescue team members to perform or assist in the rescue of a suspended employee.		
<input type="checkbox"/> As needed, assign employee(s) to direct traffic away from the scene, but direct emergency personnel to scene. As needed, assign employee(s) to set up barriers or barricades.		
<input type="checkbox"/> Other:		