



**U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION**

Aviation Safety

ORDER

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SUBJ: Aviation Safety (AVS) Confined Space (CS) Entry Program

The Aviation Safety (AVS) Confined Space (CS) Entry Program is an element of the Federal Aviation Administration (FAA) Occupational Safety and Health (OSH) Program and establishes the minimum requirements for safe work practices regarding CS. This program outlines the requirements to meet and achieve an effective CS Entry Program for AVS.

The requirements detailed in this document are based upon applicable portions of Occupational Safety and Health Administration (OSHA) regulations under Title 29 of the Code of Federal Regulations (29 CFR) parts §§ 1926.00 - 1926.13, 1904, and 1910.146; the current editions of Federal Aviation Administration (FAA) Order 3900.19 FAA Occupational Safety and Health (OSH) Policy; and industry consensus standards. AVS management and employees must implement the requirements found herein.

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Chapter 1. General Information

1. Purpose of This Order. Although there are no known confined spaces (CS) managed by Aviation Safety (AVS), AVS employees may be in close proximity to CS or permit-required confined spaces (PRCS) at non-Federal Aviation Administration (FAA) owned or controlled locations. These locations are external industry workplaces including aircraft accident sites visited by AVS personnel in the performance of their work-related roles and responsibilities. The purpose of this order is to provide requirements and guidelines to protect AVS personnel from injury, illness, or death while performing work-related duties near work areas identified as CS or PRCS. This order applies to all AVS personnel who work at external industry workplaces and aircraft accident sites. External industry workplaces include facilities where aircraft or aircraft components manufacturing, maintenance, overhaul, or aircraft accident forensic reconstruction occurs or other work-related locations visited by AVS personnel. The definition of external industry workplaces in Appendix A has additional examples. This order specifies the actions necessary to protect the health and safety of all AVS employees, and provides the requirements for development, implementation, and maintenance of a CS entry program. Appendix A contains the definitions and further explanation of associated CS terminologies used throughout this order. Appendix B is the AVS summary of types of CS.

2. Audience. This order applies to all AVS employees who may be exposed to CS, but not necessarily enter or have to enter PRCS as defined in this order.

3. Where You Can Find This Order. You can find this order on the MyFAA employee website at https://employees.faa.gov/tools_resources/orders_notices. This order is available to the public at http://www.faa.gov/regulations_policies/orders_notices.

4. Action Date. Complete applicable organization-level requirements of this order within one year of the date in which this order is signed.

5. Policy. AVS's policy prohibits AVS employees from entering PRCS. Additionally, AVS employees must comply with this program to prevent occupational injuries associated with non-permit confined spaces. As discussed in Chapter 3 of this order, a CS can become potentially hazardous and must be entered with extreme caution. Employees will not enter a CS until a qualified occupational safety and health (OSH) representative from the external industry workplace has evaluated the space and established the appropriate safety precautions. Chapter 3 of this order provides further clarification and guidance.

a. If a unique work situation arises where an employee must enter a PRCS, whether at an external industry workplace or at an aircraft accident site, the employee and their first level FAA manager must perform the following actions to request a PRCS Deviation:

(1) Coordinate with the external industry workplace's PRCS Entry Supervisor and familiarize themselves with workplace's PRCS entry procedures to include completion of required entry paperwork;

(2) Ensure the Entry Supervisor from the external industry workplace has evaluated the space and established the appropriate safety precautions for a PRCS;

(3) Discuss with and provide all the information above with the AVS Service and Office OSH Program Manager and get their approval;

(4) Document the assessment of all alternate methods for entry, the basis for the PRCS Deviation request, and reasons the alternative methods are infeasible;

(5) Coordinate with second level FAA manager for approval;

(6) Complete the training required by 29 CFR 1910.146(g) prior to entry; and

(7) Have the appropriate personal protective equipment (PPE) and meet associated requirements for use (e.g., medical clearance, respirator fit testing, respirator training, and fall protection).

b. Further guidance on this PRCS Deviation is included in Appendix B.

Chapter 2. Roles and Responsibilities

1. AVS Service and Office (S/O) Executive Directors:

- a.** Ensure the resources (funding and personnel) are available to effectively implement the CS Entry program throughout their organization for applicable employees.
- b.** Designate a S/O Program Manager to oversee the program and to provide the necessary technical support for their S/Os as needed.
- c.** Ensure affected employees who could be required to enter an external industry workplace PRCS as an authorized entrant participate in the AVS CS Entry program.

2. AVS Frontline Managers:

- a.** Manage and implement CS Entry program requirements within the jurisdiction or organization(s) they manage.
- b.** Complete AVS-specific general awareness-level training, to include training for authorized entrant associated with this program order, with an employee or employees who may be in proximity of CS.
- c.** Identify individuals whose job functions may expose them to CS and ensure employees receive the required training.
- d.** Ensure employees become familiar with their assigned external industry workplace CS to include PRCS.
- e.** Remind and assist, as applicable, employees with filing Injury and Illness Incident Reports (OSHA Form 301) electronically via the Department of Labor Employees' Compensation Operations and Management Portal (ECOMP).
- f.** Know the AVS policy for PRCS entry, PRCS Deviation requirements, and procedures associated with this program order.

3. AVS S/O Designated Confined Space Entry Program Managers (CS Entry-PMs):

- a.** Serve as the CS Entry program subject matter expert (SME) and perform overall S/O CS Entry Program Management for the respective AVS service or office. This AVS position does not include managing PRCS entry permits and overseeing such an entry. This responsibility is handled by the PRCS Entry Supervisor at the external industry workplace.
- b.** Assist their respective S/O frontline managers and employees with the implementation of the AVS CS Entry program.

c. Assist their respective S/O frontline managers with the identification of employees at risk of CS Entry exposure, and determination of hazardous work areas and tasks that may result in exposures as well as PPE requirements.

d. Ensure CS Entry program training is available to all affected employees as determined by management.

e. Assess commercially off-the-shelf CS training for applicability to AVS workforce or develop AVS-specific CS entry training.

f. In coordination with Learning Management System (LMS) Coordinator, ensure documentation and retention of training records.

g. Perform annual program evaluation of the CS Entry program to ensure effectiveness and make changes to program requirements, if needed, based on evaluation findings.

4. AVS Employees:

a. Comply with this CS Entry program, applicable OSHA standards, and FAA orders; and complete assigned applicable training.

b. If applicable, coordinate with external industry workplace point of contact (POC) or qualified OSH representative to identify and recognize potential CS and inquire about possible hazards.

c. Become familiar with the external industry workplace CS Entry program to include an understanding of their PRCS and non-permit space inventory and location, and their emergency procedures associated with CS.

d. Know the AVS policy for PRCS entry, PRCS Deviation requirements, and procedures associated with this program order.

e. Disengage from unsafe work activities or work environments and immediately notify the frontline manager, in accordance with the AVS OSH Policy.

f. Report workplace injury and illness incidents in accordance with FAA policies and procedure.

Chapter 3. Confined Space (CS) Entry Program Requirements

1. Background.

AVS's policy is that AVS employees are prohibited from entering PRCS. Additionally, AVS employees must comply with this program to prevent occupational injuries associated with non-permit confined spaces. A CS can become potentially hazardous and must be entered with extreme caution. Employees will not enter CS until a qualified OSH representative from the external industry workplace has evaluated the space and established the appropriate safety precautions.

However, if a unique work situation arises where an employee must enter a PRCS, the employee and their first level FAA manager must perform the following actions to request a PRCS Entry Deviation:

- a.** Coordinate with the external industry workplace's Entry Supervisor and familiarize themselves with the workplace's PRCS entry procedures to include completion of required entry paperwork;
- b.** Ensure the Entry Supervisor from the external industry workplace has evaluated the space and established the appropriate safety precautions for a PRCS;
- c.** Discuss with and provide all the information above with the S/O OSH Program Manager and get their approval;
- d.** Document the assessment of all alternative methods for entry, the basis for the PRCS Deviation request, and reasons the alternative methods are infeasible;
- e.** Coordinate with the second level FAA manager for approval;
- f.** Complete the required training per 29 CFR 1910.146(g) prior to entry; and
- g.** Have the appropriate PPE and meet associated requirements for use (e.g., medical clearance, respirator fit testing, respirator training, and fall protection). Further guidance on this PRCS Deviation is included in Appendix B.

This AVS CS Entry Program establishes procedures to protect AVS employees from the hazards associated with CS in external industry workplace(s) and/or an aircraft accident investigation site. The program elements for this CS Entry Program establish the requirements for employee general awareness of a CS to include identification of and actions associated with such spaces.

Work areas identified as CS that AVS employees could encounter and must be able to identify are typically associated with aircraft assembly and maintenance as well as aircraft accident investigation. The external industry workplace qualified OSH representative and/or aircraft accident non-FAA on-scene safety officer is responsible for informing the FAA about the locations and hazards of CS or PRCS at their location. The FAA is ultimately responsible for the safety and health of its employees at any workplace. If neither the external industry qualified

OSH representative nor the aircraft accident non-FAA on-scene safety officer provides this information, AVS employees are still responsible for recognizing potential CS, to include PRCS, and inquiring about possible hazards.

Per the AVS OSH Policy, employees who determine their duties cannot be performed due to unsafe work activities or working environments must disengage from the activity or work environment and immediately notify their frontline manager.

2. Confined Space Identification and Classification.

a. By definition, a CS is:

- (1) Large enough for an employee to enter fully and perform assigned work;
- (2) Is not designed for continuous occupancy by the employee; and
- (3) Has a limited or restricted means of entry or exit.

b. Consider all CS as PRCS until determined otherwise through performance of a hazard assessment by the external industry workplace qualified OSH representative or aircraft accident non-FAA on-scene safety officer. Due to potential hazardous conditions present within the space at a non-FAA external industry workplace and potentially at aircraft accident sites, an authorized entrant can enter a PRCS under an approved entry permit accompanied by the external industry workplace attendant, Entry Supervisor, and Rescue Service personnel. Examples of CS and potential PRCSs include wing and fuselage fuel cells, wing interiors, wheel wells, cargo compartments, access panels, vertical stabilizer, tail section, equipment bays, and certain manufacturing floor operations such as refrigerators, freezers, furnaces, composite autoclaves, etc.

c. AVS personnel are prohibited from entering PRCS. However, please note Chapter 1, Policy with PRCS Deviation requirements.

d. The hazards of each identified CS must be assessed by the external industry workplace qualified OSH representative or aircraft accident site non-FAA on-scene safety officer to classify the space either as a non-permit confined space, or a PRCS.

(1) A Non-Permit Confined Space is a CS that does not contain or, with respect to atmosphere hazards, have the potential to contain any hazard that is capable of causing death or serious physical harm.

(2) A PRCS is a CS that has one or more of the following characteristics:

(a) Contains or has the potential to contain a hazardous atmosphere such as an oxygen deficient or enriched atmosphere, a flammable atmosphere, or a toxic atmosphere.

(b) Contains a material that is capable of engulfing an entrant.

(c) Has an internal configuration such that an entrant can become trapped or asphyxiated by inwardly converging walls or by a floor that slopes downward and tapers to a smaller cross-section.

(d) Contains any other recognized serious safety or health hazard; such as electrical hazards, fall hazards, unguarded machinery or moving mechanical parts, chemical hazards, high concentrations of airborne dust, high pressure systems, or extreme heat or cold.

(e) Requires appropriate labeling. Identify each PRCS by signage that states “DANGER – PERMIT-REQUIRED CONFINED SPACE – ENTRY PERMIT REQUIRED, DO NOT ENTER” or similar language to prevent unauthorized entry.

Note: When any part of the body of an entrant breaks the plane of the opening of a PRCS large enough to allow full entry, entry is considered to have occurred and a permit is required, regardless of whether there is an intent to fully enter the space. An employee may still be injured or killed as a result of some atmospheric hazard within such a space/tank. For example, if the head of the employee breaks the plane of a fuel cell hole, it is considered an entry.

e. Under certain conditions, a PRCS may be temporarily reclassified to a non-permit confined space by the external industry workplace Entry Supervisor or aircraft accident site non-FAA on-scene safety officer, not by FAA employees, if the following conditions are met following OSHA 1910.146(c)(7) through (c)(7)(iv):

(1) The CS has no actual or potential atmospheric hazards.

(2) All hazards within the space are eliminated without entry into the space and remain eliminated.

Note: Forced-air ventilation to control atmospheric hazards, not to be confused with forced cooling air, does not constitute the elimination of hazards.

f. Alternate entry procedures utilized for entry when the only hazard or potential hazard presented by the PRCS is atmospheric and can be eliminated by the use of continuous forced air ventilation.

g. AVS employees are prohibited from entering a PRCS under reclassification and alternate entry procedures without first following this program’s PRCS Deviation requirements. Appendix B provides additional guidance.

3. Unsatisfactory Condition Report (UCR).

a. No employee is expected to perform work activities that subject the employee to an unsafe or unhealthful work condition. If potentially exposed to a hazard, an AVS employee must not perform the task until remediation of the hazard. If it cannot be corrected or there are no alternative measures that can be taken to address the hazard, the AVS employee must not complete the activity.

b. Preferably, discuss the hazardous condition with the frontline manager to abate the unsafe condition. However, any employee or employee representative who believes that an unsafe or unhealthful working condition exists must have the right to make a report of the unsafe or unhealthful working condition to an appropriate agency safety and health official and request an inspection of the workplace.

c. Although the unsatisfactory condition may be conveyed verbally with an employee's frontline manager, it is recommended that a UCR be filed. See the current edition of FAA Order 1800.6, *Unsatisfactory Condition Report*, for further instructions.

4. Training.

a. Although OSHA requires employers to provide training for those who may be involved in the PRCS process, AVS employees are to receive AVS-specific general awareness-level training that addresses the following:

- (1) AVS's policy and CS Entry program limiting the employees' access to CS and their hazards;
- (2) How to identify a CS;
- (3) The need for safe CS entry procedures;
- (4) Hazards present in CS and inherent hazards presented by any CS in the workspace;
- (5) Recognizing the CS warning and identification signs;
- (6) Changes in use or configuration of non-permit confined spaces that could require the space to be reclassified as a PRCS; and
- (7) Awareness of a non-FAA worksite CS entry program.

b. Employees who are tasked to enter PRCS as an authorized entrant will receive additional training in accordance with 29 CFR 1910.146(g) and (h)(4). Training will include:

- (1) Authorized Entrant responsibilities;
- (2) Awareness of the roles and responsibilities associated with external industry workplace CS entry program to include attendant, entry supervisor, and rescue service.
- (3) Knowledge of required entry forms;
- (4) Recognition of potential hazards, including symptoms and consequences of exposure to the hazards within the PRCS.
- (5) Electrical precautions;
- (6) Entrance and exit route inspection;

(7) Awareness of other key required personnel responsibilities to include external industry's attendant, supervisor, and rescue prior to PRCS entry operations;

(8) Associated equipment for a PRCS entry maintained by the external industry workplace; and

(9) PPE usage.

c. Provide training with initial assignments to tasks affiliated with CS. If actions or conditions show inadequacies in the employee's knowledge, retrain the employee.

d. Provide initial training with computer-based methods. Training will be available within 12 months of the date of this order.

e. Document all training in the FAA's official electronic training information system.

5. Personal Protective Equipment (PPE).

a. The PPE for non-permit confined spaces will be determined based on the hazards associated with the space, which commonly include hand, eye, head, and hearing protection.

b. AVS employees are prohibited from any entering a PRCS unless the PRCS Deviation actions are performed including use of the necessary PPE.

6. Program Evaluation. The CS Entry PM must perform an annual review of program elements and performance including evaluation of the accuracy and efficacy of the program. The review must validate program objectives or goals, requirements, and lessons learned.

Chapter 4. Administrative Information

- 1. Distribution.** This order is distributed to AVS headquarters (HQ) management, all AVS offices, facilities, and AVS employees involved with work where confined spaces may be encountered.
- 2. Authority to Change This Order.** The issuance, revision, or cancellation of the material in this order is the responsibility of the Associate Administrator for Aviation Safety (AVS-1).
- 3. Suggestions for Improvements.** Please forward all comments on deficiencies, clarifications, or improvements regarding the contents of this order to the FAA Directive Feedback System at <https://ksn2.faa.gov/avs/dfs/Pages/Home.aspx>.
- 4. Records Management.** Refer to FAA Order 0000.1, *FAA Standard Subject Classification System*; FAA Order 1350.14, *Records Management*; or your office Records Management Officer (RMO) or Directives Management Officer (DMO) for guidance regarding retention or disposition of records.

Appendix A. Definitions

1. **Attendant.** An individual stationed outside one or more permit spaces who monitors the authorized entrants and who performs all attendant's duties assigned in the employer's permit space program.
2. **Authorized Entrant.** An employee who is authorized by the employer to enter a permit space.
3. **Alternate Entry Procedures.** Procedures utilized for entry when the only hazard or potential hazard presented by the confined space is atmospheric and can be eliminated by the use of continuous forced air ventilation.
4. **Confined Space.** A space that is large enough and so configured that an employee can bodily enter and perform assigned work, has limited or restricted means for entry or exit and is not designed for continuous employee occupancy.
5. **Emergency.** Any occurrence (including any failure of hazard control or monitoring equipment) or event internal or external to the permit space that could endanger entrants.
6. **Engulfment.** The surrounding and effective capture of a person by a liquid or finely divided (flowable) solid substance that can be aspirated to cause death or injury by filling or plugging the respiratory system or that can exert enough force on the body to cause death by strangulation, constriction, or crushing.
7. **Entry into a Confined Space.** The action by which a person passes through an opening into a confined space. The entry includes ensuing work activities in that space and is considered to have occurred as soon as any part of the entrant's body breaks the plane of an opening into space.
8. **Entry Permit.** Means the written or printed document that is provided by the external industry/host employer to allow and control entry into a permit space and that contains the information specified in paragraph (f) of 29 CFR 1910.146.
9. **Entry Supervisor.** The person at an external industry workplace (such as the employer, foreman, or crew chief) responsible for determining if acceptable entry conditions are present at a permit space where entry is planned, for authorizing entry and overseeing entry operations, and for terminating entry as required by 29 CFR 1910.146.
10. **Expose.** Expose relates to the number of confined spaces at an external industry workplace and rare frequency with which they must enter.
11. **External Industry Workplaces.** This type of working environment includes non-FAA owned or controlled workplaces to include aviation manufacturing; maintenance, repair, overhaul (MRO); plating; agricultural operators; airports; helipads; and accident locations including aircraft accident forensic reconstruction locations.

- 12. Hazardous Atmosphere.** As per 29 CFR 1910.146(b), an atmosphere that may expose employees to the risk of death, incapacitation, impairment of the ability to self-rescue, injury, or acute illness from one or more of the following causes:

- Flammable gas, vapor, or mist in excess of 10% of its lower explosive limit (LEL);
- Airborne combustible dust at a concentration that meets or exceeds its LEL;
- Atmospheric oxygen concentration below 19.5% or above 23.5%;
- Atmospheric concentration of any substance for which a dose or a permissible exposure limit is published in Subpart G, Occupational Health and Environmental Control, or in Subpart Z, Toxic and Hazardous Substances, of this Part and which could result in employee exposure in excess of its dose or permissible exposure limit; and

Note: An atmospheric concentration of any substance that is not capable of causing death, incapacitation, impairment of the ability to self-rescue, injury, or acute illness due to its health effects is not covered by this provision.

- Any other atmospheric condition that is immediately dangerous to life or health.

Note: For air contaminants for which OSHA has not determined a dose or permissible exposure limit, other sources of information, such as Safety Data Sheets (SDS) that comply with the Hazard Communication Standard, Section 1910.1200 of this Part, published information, and internal documents can provide guidance in establishing acceptable atmospheric conditions.

- 13. Non-permit Confined Space.** A confined space that does not contain or, with respect to atmospheric hazards, have the potential to contain any hazard capable of causing death or serious physical harm.
- 14. Permit-Required Confined Space (permit space) (PRCS).** AVS personnel are prohibited from entering PRCS, which is a confined space that has one or more of the following characteristics:
- Contains or has a potential to contain a hazardous atmosphere;
 - Contains a material that has the potential for engulfing an entrant;
 - Has an internal configuration such that an entrant could be trapped or asphyxiated by inwardly converging walls or by a floor, which slopes downward and tapers to a smaller cross-section; and
 - Contains any other recognized serious safety or health hazards.
- 15. Permit-required confined space program (permit space program).** The external industry/host employer's overall program controlling, and where appropriate, for protecting employees from permit space hazards and for regulating employee entry into permit spaces.
- 16. Reclassification of Permit-Required Confined Space.** A permit-required confined space may be temporarily reclassified only if all of the following conditions are met:

- a. Does not contain or have the potential to contain a hazardous atmosphere;
 - b. All other hazards associated with space are eliminated from outside the space for the duration of the entry by means such as lockout/tag out; and
 - c. Is documented to indicate all hazards and controls.
- 17. Rescue Service.** External industry workplace personnel designated to rescue employees from permit spaces.

Appendix B. AVS Summary of Confined Space Types

AVS employees must comply with FAA Order 3900.77 Aviation Safety (AVS) Confined Space (CS) Entry Program to prevent occupational injuries associated with non-permit confined spaces. This table provides a consolidated list and summary of each type of confined space, their associated hazards, and reminders for applicable employees.

General Rule: Consider all confined spaces as permit-required confined spaces (PRCS) until a hazard assessment by the external industry workplace qualified OSH representative or aircraft accident non-FAA on-scene lead results in the space being classified as a confined space.

Type of Space	Description and Definition	Entry Requirements	AVS Process Summary
Confined Space	Confined Space has all three of the following characteristics: 1. Large enough for an employee to enter fully and perform assigned work; 2. Not designed for continuous occupancy; and 3. Has limited or restricted means of entry or exit.	Entry allowed only if the confined space has been verified as a non-permit confined space by the external industry workplace qualified OSH representative, and AVS employee has completed the AVS-specific Confined Space training (Course Number to be determined).	Verify that the work will not introduce a hazard; proceed per the general safe work practices for the space.
Permit Required Confined Space	Permit-Required confined space is a confined space meeting the requirements above and <u>has at least one</u> of the following characteristics: 1. Contains or has the potential to contain a hazardous atmosphere; 2. Contains a material with the potential to engulf someone who enters the space; 3. Has an internal configuration that might cause an entrant to be trapped or asphyxiated by inwardly converging walls or by a floor that slopes downward and tapers to a smaller cross section; or 4. Contains any other recognized serious safety or health hazard.	Prohibited. However, if a unique work situation arises where an employee must enter a PRCS, the PRCS Entry Deviation actions are required. Refer to Chapter 1, paragraph 5 for the PRCS Entry Deviation requirements.	Consider the use of alternate/remote inspection methods. The use of remote inspection techniques (RIT) may include various types of video probes, video borescopes, remotely operated cameras, robotic crawlers, and other specialized tools certified to be safely used within potentially hazardous PRCS to remotely examine components. AVS employees who need to enter a PRCS must contact their manager and an AVS S/O Designated Confined Space Entry Program Manager (CS Entry PM). The CS Entry-PMs will discuss options for remote inspection with the employee. If remote inspection methods are not possible or available, the AVS S/O CS Entry-PM will coordinate with the external industry workplace's Entry Supervisor to evaluate the situation and determine

Type of Space	Description and Definition	Entry Requirements	AVS Process Summary
			<p>if safe entry is possible. This may include Alternate Entry procedures, if appropriate.</p> <p>In some cases, permit-required confined spaces can be reclassified as non-permit confined spaces. In order to classify a non-permit confined space, the external industry workplace occupational safety and health representative must make sure the confined space meets the following requirements:</p> <ol style="list-style-type: none"> 1. There is no actual or potentially hazardous atmosphere in the confined space. 2. Any hazards capable of causing death or serious physical harm have been eliminated. 3. The confined space can be classified as a non-permit confined space only for as long as all the hazards remain eliminated. 4. If someone must enter the space to remove hazards, space must be treated as a permit-required confined space until hazards have been eliminated. <p>At a minimum, the space must be monitored by the external industry employees for flammable gas, vapors, or mist, carbon monoxide, atmosphere oxygen, and any toxic or hazardous substance.</p> <p>NOTE: The external industry workplace must perform testing using a calibrated instrument and their users must understand how to calibrate and use the instrument.</p>