

OSHA ARCHIVE

NOTICE: This is an OSHA Archive Document, and no longer represents OSHA Policy. It is presented here as historical content, for research and review purposes only.

Strategic Plan
Occupational Safety and Health Administration
United States Department of Labor

FY 1997 - FY 2002

Departmental Version
September 30, 1997

Table of Contents

	Page
I. Mission	1
II. Vision	1
III. Strategic Goals	2
IV. Relationship Between Goals in the Annual Performance Plan and in the Strategic Plan	13
V. Discussion of Stakeholders	14
VI. Program Evaluations	17
VII. Departmental Strategic Management	18
A. Financial Management	18
B. Information Technology Linkages	18
C. Human Resources	20
VIII. Performance Measures Matrix	22
IX. Role of State Plan States	49
X. OSHA's Strategic Tools	49
XI. Impact Factors	53
XII. The Challenge	55
XIII. Conclusion	56
XIV. References	57

**United States Department of Labor
Occupational Safety And Health Administration**

**Strategic Plan^{*}
FY 1997 - FY 2002**

I. Mission

In 1970, Congress established the Occupational Safety and Health Administration (OSHA). As defined in its enabling legislation, P.L. 91-596, the *Occupational Safety and Health Act of 1970*, OSHA's mission is to "Assure so far as possible every working man and woman in the Nation safe and healthful working conditions." This mandate involves the application of a set of tools by OSHA (e.g., standards development, enforcement, compliance assistance) which enable employers to maintain safe and healthful workplaces.

II. Vision

OSHA's vision is to be a world class leader in occupational safety and health by making America's workplaces the safest in the world. OSHA is striving for the elimination of workplace injuries, illnesses, and deaths so that all of America's workers can return home safely. To support this vision, workplace environments must be characterized by a genuine, shared commitment to workplace safety and health by both employers and workers, with the necessary training, resources, and support systems devoted to making this happen.

In light of this vision, OSHA will be a results-oriented agency, using data proactively to identify workplace safety and health problems and apply a comprehensive strategy that combines common sense regulation; a firm, fair and consistent enforcement policy; and wide-ranging approaches to compliance assistance that meet the needs of workers and employers and effectively use the nation's resources.

^{*} This Strategic Plan is limited to programs conducted by the Federal Occupational Safety and Health Administration. Section IX of this Plan discusses the relationship of this Plan to States operating approved occupational safety and health programs under the OSH Act.

III. Strategic Goals

OSHA's Strategic Plan builds on the core principles of the New OSHA, focusing on results. This is evident in specific performance targets which, to the greatest degree possible, have been presented in terms of measurable results. One important difference, however, is the articulation of performance expectations that cut across Agency programs. While OSHA's planning documents traditionally were organized around its principal program functions (enforcement, regulation, cooperative/voluntary/State programs, and management), this Strategic Plan is designed to unify the purpose and direction of the entire organization by focusing the Agency's full range of strategic tools on its desired strategic outcomes.

OSHA's FY 1997 goals can all be identified within the goals, objectives or performance measures of this Strategic Plan. Enforcement and rulemaking program elements, the subject of two FY 1997 goals (applying and leveraging compliance resources to reduce occupationally related injuries, illnesses and deaths; and reducing risk from serious workplace hazards through rulemaking or alternative approaches) have been integrated into the first Strategic Plan Goal, to *improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities*. Performance measures for mandated activities, such as complaint and "whistle blower" programs, also appear under this Goal. The object of OSHA's third FY 1997 goal—working collaboratively to increase workplace safety and health awareness—is reflected in the second Strategic Goal, to *change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health*. This Goal encompasses programmatic approaches, information and outreach activities, worker involvement, plain language regulations and small business needs. The final FY 1997 goal, creating a results-focused organization responsive to its customers, appears as the third Strategic Goal, to *secure public confidence through excellence in the development and delivery of OSHA's programs and services*, and includes stakeholder involvement as well as management improvement initiatives.

OSHA's FY 1997 accomplishments provide a basis for the strategic goals, objectives and performance measures of this Strategic Plan, which follow.

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces

Agency Strategic Goal (1): Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities.

Performance goals/objectives (outcomes):

- By FY 2002, reduce the number of worker injuries, illnesses, and fatalities by focusing nation-wide attention and Agency resources on the most prevalent types of workplace injuries and illnesses, the most hazardous industries, and the most hazardous workplaces, as evidenced by:
 - ▶ Reducing three of the most prevalent types of workplace injuries and illnesses by 15% by focusing on those industries and occupations that cause the most injuries/illnesses and pose the greatest risk to workers
 - ▶ Reducing injuries and illnesses in at least 5 high hazard industries by 15%, by focusing on those workplaces with the highest injuries and illnesses
 - ▶ Decreasing fatalities in the construction industry by 15%, by focusing on the four leading causes of fatalities (falls, struck-by, crushed-by, and electrocutions and electrical injuries)
 - ▶ Effecting at least a 20% reduction in injuries and illnesses in at least 100,000 workplaces where the Agency initiates a major intervention
 - ▶ Within four years of the effective date of significant final rules, achieving a 20% reduction in fatalities, injuries, or illnesses, or, for program rules or revisions, a 20% or greater increase in the rate of current industry compliance.
- Respond effectively to legal mandates, so that workers are provided full protection under the OSH Act, as evidenced by:
 - ▶ Initiating inspection of fatalities and catastrophes within 1 working day of notification for 95% of occurrences to prevent further injuries or deaths

- ▶ Initiating investigation of worker complaints within 1 working day or conducting an on-site inspection within 5 working days, so that eighty percent (80%) of all worker complaints that require on-site inspection are resolved within an average of 20 working days of notification to the employer, by FY 2000**
- ▶ Evaluating and, if necessary, revising the 11(c) “whistleblower” program
- ▶ By FY 2000, resolving 75% of all whistleblower cases within 90 days.

How will you accomplish these performance goals/objectives (outputs)?

- Problem Analysis
- Standards Promulgation
- Enforcement
- Compliance Assistance and Partnerships
- Training and Education
- Information Technology
- Management Systems

Section X of this Plan provides a description of these Strategic Tools.

Strategies that will be used to achieve goals:

- Increase the use of research studies and data to: (1) identify trends in occupational injuries and illnesses, and deaths, (2) determine the reasons for their occurrence, (3) determine the appropriate mix of interventions and strategic tools to use in correcting and addressing the problems identified, and (4) measure the impact of the mix of interventions and tools used. Focus resources on those areas where they can achieve the greatest impact.
- Continue promulgating standards that address major individual hazards as well as use a more systematic and broad-based approach in standards setting for programmatic rules.
- Use data-driven approaches in enforcement for enhanced targeting and leverage enforcement operations.

** OSHA offers workers the choice between two approaches to handle their complaints -- either OSHA will contact employers via phone/fax to inform them of the complaint, with a response required back from the employer within five (5) working days, or OSHA will conduct an on-site investigation. Also note that a percentage of worker complaints identify hazards that necessitate considerable changes to engineering control systems and may require a longer time period for the complete abatement of the hazard.

- Engage the occupational safety and health community (e.g., business, labor, professional associations) in identifying and addressing significant workplace hazards and initiate process improvements to ensure a quick response to emerging issues.
- Continue to improve, expand, evaluate and revise compliance assistance and partnership approaches and integrate them with the enforcement strategy.
- Expand training opportunities for employers and employees and increase the use of technology-based delivery systems.
- Increase the efficiency of inspection operations by improving procedures for responding to worker complaints, developing tools which result in quicker abatement of hazards, and improving the operation of the whistleblower program.
- Increase the use of technological approaches to provide information, training and assistance to employers and employees to create and maintain safe and healthful workplaces.

Key external factors that may affect performance:

- Economic changes influence working conditions and often have a significant impact on injuries, illnesses, and workplace fatalities.
- Effects of the changing nature of work and workplace demographics, particularly as America moves from a manufacturing-based to a more service-based economy. OSHA has not traditionally addressed service sector work and some automated processes in these segments of the workforce.
- OSHA will need to focus on developing the necessary sources of data and establishing data analysis systems to support performance measurements. In addition, measuring program impacts may be complicated for some interventions because there may be a time lag between the intervention, data collection, and attaining the desired results.
- Catastrophic accidents occurring in the future may result in the need for a redeployment of OSHA's resources to address causes of these situations.
- New Congressional legislation or riders attached to bills may also impact OSHA's ability to meet the goals and objectives described in this plan. In addition, as workplace safety and health needs and requirements change, OSHA will consider ways of adjusting its programs to more effectively provide services.

Departmental Goal: Safe, Healthy, and Equal Opportunity Workplace

Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health

Performance goals/objectives (outcomes):

- Promote programmatic/systematic approaches to safety and health in the workplace (i.e., safety and health programs), as evidenced by:
 - ▶ Establishing Cooperative Compliance Programs (CCPs) in all Federal enforcement States, by the end of FY 1998, to increase the number of firms with high injury and illness rates which implement effective safety and health programs
 - ▶ Fifty percent (50%) of the employers (in general industry) who are targeted for or request an OSHA intervention have either implemented an effective safety and health program or significantly improved their existing program, by the end of FY 2002.
- Enhance awareness of safety and health in America's workplaces and make occupational safety and health information readily accessible to employers, workers, and the general public, as evidenced by:
 - ▶ Making all standards, regulations, and reference materials available in a user-friendly manner from the OSHA Home Page on the Internet by FY 2000
 - ▶ Establishing a referral clearinghouse for dissemination of occupational safety and health information by the end of FY 2000; and responding to 95% of requests for information within 3 working days by FY 2002
 - ▶ Implementing a targeted outreach plan for all new OSHA initiatives (e.g., standards, guidelines, emphasis programs) by the end of FY 1999.
- Enhance worker involvement in all aspects of safety and health in the workplace, as evidenced by:
 - ▶ Including a requirement for worker involvement in all proposed OSHA regulations and initiatives (e.g., Cooperative Compliance Programs, safety and health standards)
 - ▶ Developing and delivering training to workers and employers in the skills necessary for effective worker involvement in safety and health.

- Issue standards, regulations, interpretations and accompanying outreach materials in plain language that is user-friendly and easy for employers, workers, and the general public to understand and apply, as evidenced by:
 - ▶ Increasing the number of plain language standards from one in FY 1998 to five per year by the end of FY 2000, with seventy-five percent (75%) of employers and workers rating OSHA plain language standards as readable and understandable.
- Recognize and address the special needs of small businesses through the provision of consultation, training, and outreach services to employers seeking support in improving workplace safety and health, as evidenced by:
 - ▶ Developing and disseminating occupational safety and health training and reference materials targeted to small business employers and workers
 - ▶ Ninety percent (90%) of small business employers and workers receiving OSHA's assistance rate their experience as useful.

How will you accomplish these performance goals/objectives (outputs)?

- Training and Education
- Compliance Assistance and Partnerships
- Information Technology
- Standards Promulgation
- Enforcement
- OSHA Management Systems
- Surveys/Focus Groups/Evaluations

Section X of this Plan provides a description of these Strategic Tools.

Strategies that will be used to achieve goals:

- Enhance targeting mechanisms to improve leveraging of enforcement resources.
- Improve and expand existing compliance assistance programs to encourage partnerships.
- Expand training opportunities for employers and employees through use of information technologies, train-the-trainer programs.
- Use the standard setting process to identify worker participation approaches that are successful in reducing accidents, injuries, and illnesses.
- Use information technology to improve employer and employee access to safety and health materials.

- Review OSHA products (e.g., standards, reference materials, instructions) to ensure that they are readable and easy to understand.
- Consult with stakeholders on a regular basis to obtain their input.
- Promote the value and importance of safety and health programs whenever OSHA interacts with the public (i.e., speeches, outreach materials).
- Target outreach activities to: (1) address the needs of small businesses, (2) identify methods for increasing worker involvement, and (3) assist employers in complying with new OSHA regulations.
- Use evaluation processes to identify incentives to increase compliance and enhance awareness of safety and health benefits.
- Improve OSHA's management systems to improve response times.

Key external factors that may affect performance:

- Expansion of America's workforce to include relatively more new or younger workers affects injury and illness rates achievable with compliance assistance and enforcement strategies.
- Economic factors affect regulatory compliance rates and willingness to participate in cooperative programs.
- Demographic changes (changes in jobs, worker characteristics) occur more quickly than can be tracked by existing systems.
- Catastrophic accidents occurring in the future may result in the need for a redeployment of OSHA's resources to address causes of these situations.

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces

Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.

Performance goals/objectives (outcomes):

- Increase collaboration between and among OSHA and its stakeholders, as evidenced by:
 - ▶ Updating the nation's safety and health priorities through the Priority Planning Process, which identifies priority hazards for agency action, by FY 2002
 - ▶ Ninety-five percent (95%) of stakeholders and partners rate their involvement in OSHA's stakeholder/partnership process as positive.
- Develop management information and data collection systems to support Agency goals and strategies, as evidenced by:
 - ▶ Fully implementing, by FY 2002, the information systems necessary to collect Agency performance data and developing the capacity to analyze OSHA's performance.
- Implement human resource management systems that foster organizational excellence and support culture change, as evidenced by:
 - ▶ Implementing a revised performance appraisal system which links competencies and performance to Agency outcomes through the Agency's Performance Plan
 - ▶ Eighty percent (80%) of employers and workers interacting with OSHA will rate OSHA staff's professionalism, competence, and knowledge as satisfactory.
- Implement strategic and process improvement projects to increase the efficiency and effectiveness of OSHA's programs and to provide better service to its internal and external partners and customers, as evidenced by:
 - ▶ Completing the redesign of all OSHA field offices by the end of FY 1999
 - ▶ Reducing the paperwork burden associated with OSHA regulations by 25% by the end of FY 1998, and thereafter by 5% each year through FY 2001.

- Maintain the integrity and stewardship of OSHA's financial resources, as evidenced by:
 - ▶ Ensuring that OSHA financial systems and procedures comply with all applicable accounting and financial system standards, laws, regulations, policies, and practices.

How will you accomplish these performance goals/objectives (outputs)?

- Training and Education
- Collaboration with stakeholders and partners
- Problem Analysis
- Information Technology/Surveys
- OSHA Management Systems

Section X of this Plan provides a description of these Strategic Tools.

Strategies that will be used to achieve goals:

- Work with stakeholders to identify the most important current and emerging hazards, and allow them to suggest options for dealing with each identified issue, such as promulgating a standard or using non-rulemaking means, such as issuing guidelines or hazard alert bulletins.
- Maximize the use of consensus-based alternatives to rulemaking.
- Implement an active and ongoing strategy to regularly consult with stakeholders to help the Agency establish and assess its priorities, including maximizing the use of its Advisory Committees to fully implement its program planning.
- Obtain feedback from stakeholders and partners to assess on a continuing basis whether they believe OSHA is delivering on its promises and is positively impacting worker safety and health.
- Develop management systems that provide the data necessary to accurately target the most prevalent sources of workplace injuries and illnesses.
- Institutionalize mechanisms to gather data to assess both individual and organizational performance against the goals established in the strategic plan.

- Ensure that OSHA staff are well-trained and knowledgeable and are delivering services in a fair, consistent and effective manner. Also provide staff with challenging work assignments and recognize the staffs' dedication to delivering high-quality service.
- Complete the redesign of OSHA field operations to increase the opportunity for proactive interventions to improve worksite safety and health and provide process improvement and grass-roots customer service.
- Rely on union-management partnerships and widespread employee participation to develop and implement its new programs and strategies.
- Ensure program delivery systems are effectively and efficiently leveraging resources to achieve maximum impact.
- Review all work processes and systems for alignment with Agency goals.

Key external factors that may affect performance:

- OSHA's strategic plan is predicated on stable and steady resources.
- The extensive requirements for data necessary to measure Agency performance are difficult to meet within existing, available resources.
- New legislation (e.g., OSHA reform) enacted by Congress or riders attached to other bills may also impact OSHA's ability to meet the objectives outlined in this goal.
- Measuring program impacts may be complicated for some interventions because there may be a time lag between the intervention, data collection, and attaining the desired result.
- Occupational safety and data needed to identify and monitor specific safety and health hazards and populations at risk may not be available to the Agency.
- As workplace safety and health needs and requirements change, OSHA will consider ways of adjusting its programs to more effectively provide services.

Enablers that will help accomplish OSHA's Strategic Goals:

- OSHA has established three interdependent goals and complementary strategic goals in its strategic plan. It is designed to integrate various program activities, so that there is a unified purpose and direction for all of the programmatic elements within the Agency, consistent with the plan's objectives. All of OSHA's budgeted program

activities will contribute direct and indirect support in achieving these goals. The total budget for FY 1998 is \$347.8 million.

- OSHA's Strategic Plan will be communicated throughout the Agency to ensure understanding and buy-in at all levels throughout the organization (e.g., National Office, Regional Offices, and Area Offices). In addition, the Annual Performance and Operating Plans will be shared with staff and used to direct Agency activities towards the priority areas defined by the Strategic Plan.
- Program Managers will be held accountable by the Assistant Secretary of OSHA for achieving the strategic goals and objectives defined by the Strategic Plan. This process will be formalized through the development and implementation of a revised performance appraisal system linking competencies and performance to Agency outcomes through the Agency's Performance Plan (See Strategic Goal 3 above).
- At this time, OSHA does not anticipate the need for any new legislation or major restructuring of its programs or organizations to achieve the goals outlined in this Strategic Plan.

IV. Relationship Between Goals in the Annual Performance Plan and in the Strategic Plan

OSHA's Strategic Plan is designed to serve as a high-level policy document to guide Federal OSHA direction and resource allocation for the next six years (note that the measures defined by this plan are intended for Federal OSHA only and do not directly apply to State plan States). By defining performance measures that are outcome-oriented (e.g., reduction in injury and illness rates), rather than activity-oriented (e.g., number of inspections conducted), the plan provides clear benchmarks for evaluating Agency performance.

Based on the goals and objectives outlined in the Strategic Plan, OSHA will each year develop an Annual Performance Plan which will define the specific programmatic activities to be accomplished, such as identification of those standards to be addressed during that year and the national and local emphasis programs to be implemented. It is expected that over the course of the six years of the Strategic Plan, accomplishment of the objectives included in the Annual Performance Plans will have a cumulative impact on the overall goals and objectives outlined in the Strategic Plan.

In examining either the Strategic Plan or the Annual Performance plans, it is important to note that OSHA's three goals are designed to be interdependent and complementary. The successful accomplishment of any one of the strategic goals will not be possible without parallel successes in the other goals. For example, a focus on reducing hazards, exposures, and injuries, illnesses and deaths in the workplace will be difficult to achieve without realizing the goal which calls for the engagement of workers and employers in this effort. Nor will the other goals be attained without ensuring that OSHA develops strong public confidence and support for its activities.

OSHA's success in meeting the goals and objectives outlined in its Strategic and Annual Performance Plans will be measured by aggregating results from multiple program areas. This will help ensure that different elements within OSHA work together to achieve the Agency's overall goals and objectives, help break down organizational barriers, and engage the whole Agency in their accomplishment. The Strategic Plan is designed to integrate various program activities, so that there is a unified purpose and direction for all of the programmatic elements within the Agency. For example, when a new standard is issued, it is expected that targeted inspection programs will be conducted to ensure compliance with the standard, training and outreach materials will be developed, and compliance assistance will be provided to educate employers and workers. This notion will be reflected in the Annual Performance Plans.

OSHA's Strategic Plan has purposefully left undefined certain elements of its program. To establish the specific components of its program, each year OSHA will review a number of different data and information sources as part of the development of its Annual Performance Plan. Such sources will include data collected by the Bureau of Labor Statistics on occupational injuries and illnesses, the results of OSHA's Priority Planning

Process, the National Occupational Research Agenda (NORA) developed by the National Institute for Occupational Safety and Health, occupational safety and health literature, and the field experience of OSHA inspectors. OSHA's data initiative, scheduled to be fully implemented by FY 1998, will also allow the Agency to use data more effectively to target its resources toward those areas identified as most in need of attention. Based on analysis of these data, OSHA will then set specific targets in those areas selected.

V. Discussion of Stakeholders

OSHA identifies its principal stakeholders as the business community, labor, other Federal agencies, the Congress, and the occupational safety and health community. Partnership relationships exist with States operating occupational safety and health programs under section 18 of the OSH Act, and with State Consultation Projects (which provide consultation assistance to small, high-hazard businesses under section 7(c)(1) of the OSH Act). In addition, OSHA receives guidance and input from its advisory committees.

OSHA's strategy for consulting with its stakeholders on its Strategic Plan was to target a limited set of organizations representative of stakeholder interests and to work closely with the National Advisory Committee on Occupational Safety and Health (NACOSH), which represents varied stakeholder interests. Stakeholder organizations were offered several opportunities to participate in the development of OSHA's Strategic Plan. Drafts of April 7 and June 24, 1997, were sent to stakeholder organizations for written comment. In addition, stakeholders were invited to meet with OSHA officials to present and discuss their comments, the second time at a Stakeholders' Meeting held in Washington, D. C., on July 16, 1997. The draft of June 24 was also reviewed by the General Accounting Office, the Department of Labor's Office of the Inspector General, and the Office of Management and Budget. In addition, drafts of the Strategic Plan were discussed at State program, Consultation project, and NACOSH meetings, and meetings were held with Congressional appropriations and oversight committee staff. All comments received were reviewed and considered by OSHA's executive-level Strategic Performance Workgroup.

The stakeholder consultation process introduced new perspectives and elevated the level of discussion. Comments were generally favorable. Many specific comments that were accepted resulted in improvements in the Strategic Plan. These included:

- A revised, more outwardly focused vision statement
- The addition of a Problem Analysis Strategic Tool
- Revision of Goal 1 wording, from "Ensure safe and healthful working conditions..." to "Improve safe and healthful working conditions..."
- The addition of a worker involvement objective

- A discussion of the role of State plan States and the application of OSHA's Strategic Plan to State programs
- Revised performance measures -- Among other changes, the standards-related performance measure was extended to include health standards, the measure calling for outreach plans was revised to reference outreach implementation, and the overall number of measures was reduced. OSHA also agrees with recommendations that exposure levels are the only short-term measure of changes in worksite occupational health and will use changes in exposure levels as intermediate performance measures.
- A number of recommended Strategic Plan performance measures were accepted, but were considered more appropriate for inclusion in OSHA's Annual Performance Plans, including: the development of a standardized process for stakeholder participation; and consideration of measures recommended for OSHA's 11 (c) whistleblower protection program in the planned review and revision of that program. OSHA is also planning to explore the measurement of training program effectiveness.

One area in which some stakeholder recommendations were not accepted is that of the scope of OSHA's authority. Recommendations included narrowing of the Mission statement, which OSHA believes correctly reflects the expectation of the Congress in OSHA's enabling legislation and was therefore retained. Based on its experience, OSHA believes that improvements of the magnitude envisaged in Goal 1 performance measures are achievable when the Agency focuses its strategic tools in partnership with employers and employees, and those measures were accordingly retained. The Agency also believes that fundamental changes in workplace culture are necessary for sustained workplace safety and health improvements, and that OSHA is both responsible for and capable of stimulating such changes, and so retained the wording of Goal 2.

Some stakeholders remarked that the second and third goals do not tie directly to the OSH Act. The Act reveals the intent of the Congress in passing that legislation, including, in part, "building upon advances already made through employer and employee initiative," and "encouraging joint labor-management efforts to reduce injuries and disease arising out of employment." OSHA believes that its second strategic goal (change workplace culture) links directly from such considerations, and that its third goal (secure public confidence) is essential to the accomplishment of the first two goals.

With regard to performance measures, it was commented that injury and illness rates are too dependent on external variables, and that process or activity measures should be substituted. It was also observed that some performance measures are strategies and not fully results-oriented. OSHA acknowledges that illness and injury rates are dependent on a multiplicity of external variables, and appreciates the criticality of these measurement issues and their potential to influence budgetary decisions, but will attempt to isolate and quantify those effects. In developing its strategic plan, OSHA strived to comply with the

GPRA's intent of making Federal agencies focus on results and is continuing to develop outcome measures for its programs and initiatives. However, it should be noted that the GPRA does not require that *all* strategic goals and objectives be results-based. Some performance measures require discrete actions by a certain point in time rather than incremental changes over time. While agreeing that some performance measures may not prove to be useful and thus will require refinement, OSHA considers their development an evolutionary process.

Many additional comments pertained to issues that are addressed in other performance planning documents (e.g., Annual Performance Plan, Performance Measurement System Document). These comments included questions about linkages between strategies and goals, measures for specific programs, and schedules for completing significant actions.

In terms of functions and programs similar to those of other Federal agencies:

- OSHA-NIOSH coordination. The National Institute for Occupational Safety and Health (NIOSH) was created by the OSH Act to conduct research and experimental programs for the development and recommendation of standards criteria and for other purposes. To ensure coordination with NIOSH as it implements its Strategic Plan, OSHA plans to establish a process for ensuring NIOSH participation in appropriate OSHA activities, and to develop a system for implementing that process.
- OSHA and the Environmental Protection Agency (EPA) work together on many issues. For example, the two organizations have jointly assumed functions of the Chemical Safety and Hazard Investigation Board for investigating and reporting on the root cause of major chemical accidents and recommending how similar accidents could be prevented in the future. Both agencies conduct investigations of major chemical accidents under existing statutory authorities; joint exercise of this function takes advantage of trained investigators and reduces the duplication of effort and bureaucracy
- In addition to its own discrimination complaint investigation function under Section 11 (c) of the OSH Act, OSHA is responsible for investigating complaints of discrimination stemming from the exercise of worker rights under other Department of Labor, Department of Transportation, Department of Energy and Nuclear Regulatory Commission statutes
- OSHA has in place a number of Memoranda of Understanding (MOUs) on jurisdictional issues pertaining to similar functions exercised by other Federal agencies. Agencies involved include: the Coast Guard (ship safety vs. OSHA maritime standards); the Environmental Protection Agency (chemical exposure of farm workers who apply pesticides); the Employment Standards Administration (migrant farm worker sanitation); and the Department of Transportation/ Bureau of Alcohol, Tobacco and Firearms (explosives handling). As the administration of

the relevant laws changes, OSHA modifies its existing MOUs to minimize jurisdictional overlap.

VI. Program Evaluations

Program evaluation is an integral part of OSHA's planning, implementation, and goal achievement process. This process is continuous and is carried out at all levels of the organization: in area offices, the regions, and the National Office.

In developing this Strategic Plan, OSHA relied heavily on the evaluation process to identify the goals to be achieved, the strategies to be used to achieve those goals, and the outcome measures to be used to ensure goal achievement. For example, OSHA has relied on its own program evaluations, such as the Agency's study of the Maine 200 Program conducted by Professor John Mendeloff, and on evaluations conducted by external parties such as the the General Accounting Office (GAO) and the Department of Labor's Office of the Inspector General (OIG). GAO studies have underscored the importance of worker involvement and safety and health programs in achieving safe and healthy workplaces, and a recent OIG report recommended changes to strengthen OSHA's Section 11(c) discrimination complaint investigation program. This Strategic Plan reflects many of the recommendations of these studies. In addition, when selecting the performance outcome for Goal 1, OSHA relied on its own experience with a variety of program evaluations (such as the Maine 200 program and several State plan State successes with safety and health programs) to arrive at reduction targets.

OSHA plans to use performance goal evaluation to analyze the effectiveness of the strategies outlined in this Strategic Plan, to ensure that resources are being used effectively, and to project the impacts of future changes in resources on the achievement of each performance goal. Strategies and measures will then be reviewed and refined to maximize efficiency and effectiveness. Performance goal achievement will be measured annually, although data from more than one year will generally be needed before major changes are made (this approach minimizes the likelihood of over-hasty responses to short-term data aberrations or artifacts). OSHA is conducting evaluations of individual programs, such as the Voluntary Protection Program, as well as evaluations of different strategies for achieving a specific goal, e.g., the effectiveness of regulatory vs. non-regulatory approaches in different environments. Several of these evaluations are already underway, with the first results expected in October, 1997.

The Agency is planning to conduct five or more systematic evaluations of its programs, strategies, or products (e.g., specific safety and health standards) in each of the next five years. In FY 98, OSHA will work with stakeholders to identify subjects for study and will establish a 5-year schedule for these studies. On average, each study requires about \$150,000 in research and analysis costs (for an annual total of \$750,000), and technical direction and oversight of these projects will require 1 Full-Time Equivalent (FTE).

VII. Departmental Strategic Management

VII-A. Financial Management

OSHA, like all other Federal agencies, is facing new challenges in the area of financial management brought on by requirements contained in recent legislation such as the Chief Financial Officer's Act, Federal Financial Management Improvement Act, Debt Collection Improvement Act (DCIA), and Government Performance and Results Act (GPRA). As OSHA strives to achieve and measure its strategic objectives, the Agency's financial management capabilities need to keep pace with the demands of the changing environment.

OSHA must move beyond present budget activity and object class accounting. In concert with the Department's Chief Financial Officer (CFO) and Office of the Inspector General (OIG), the Agency is committed to identifying and developing a cost accounting approach and system that will enable OSHA to more accurately track program costs against program activities. While it is presently unclear what changes may be required to existing systems and organizational structures, the development of a cost accounting approach is fundamental to the Agency-wide financial management support that must be established to carry out the GPRA legislation.

Several long-standing financial management issues must also be addressed. A material non-conformance that the agency has been attempting to resolve over the last several years involves the procedures and financial management systems used to account for fines and penalties. OSHA will continue its work with the OIG in resolving internal controls over penalty collection and the reconciling of receipts in OSHA's Integrated Management Information System (IMIS) with the Department's accounting system DOLAR\$. The ultimate objective is to link Information Technology systems electronically to DOLAR\$ and post accounts receivable balances on a timely basis in accordance with statutory requirements.

Revised debt collection requirements have also led the Agency to institute changes in the management of delinquent debt to facilitate more systematic penalty collection. Extensive operational and technical changes must still be undertaken to meet requirements of the DCIA, including the electronic referral of all eligible delinquent cases to Treasury.

VII-B. Information Technology Linkages

To effectively track OSHA's performance in those areas outlined by the Strategic Plan, OSHA will require sophisticated data and measurement systems. Although current systems will enable OSHA to track performance on some measures, for others, no measurement system currently exists. Therefore, as part of its plan, OSHA has included the development of new or enhanced measurement systems necessary to track performance.

A second and related issue concerns the lack of baseline data for many of the measures included in the Strategic Plan. OSHA recognizes this deficiency and, in the first years of

the performance period covered by the Plan, will devote resources to identifying appropriate measures and collecting the baseline data against which future performance can be evaluated. An outcome of OSHA's Strategic Plan will be the full implementation of the information systems required to collect Agency performance data and the capacity to conduct analyses on OSHA's performance measures.

The formation of an IT directorate will maximize all Agency IT activities including the modification and maintenance of the needed infrastructure to support OSHA's strategic goals, the Department's IT goals, and the requirements of recent legislation, such as the Information Technology Management and Reform Act (ITMRA), and the electronic Freedom of Information Act (EFOIA).

In developing the strategic plan, several IT initiatives were identified that are critical to the successful achievement of strategic goals. For example, in support of Goal 1, OSHA is committed to improving its data initiative to collect establishment specific data on injuries and illnesses. In addition the Agency will collect establishment specific data in selected industries to target interventions and track performance

In support of Goal 2, OSHA will produce and distribute computerized aids to help employers and workers comply with regulations, and identify and correct hazards. OSHA is rapidly creating and expanding applications that use the Internet to disseminate information to the public. OSHA will capitalize on the benefits of electronic media by improving its Internet capabilities to provide OSHA forms, regulations, documents and safety and health information to the public. Likewise, systems will be developed that will allow the public to submit comments electronically on OSHA initiatives and documents.

OSHA intends to use IT applications to measure its success. Goal 3 includes a specific performance outcome for the design and implementation of IT applications for the strategic plan's performance measurement systems.

OSHA's IT activities are linked to Departmental initiatives and will emphasize Year 2000 compliance, video-conferencing, department-wide access to routine administrative forms, a single system for DOL e-mail, and the development of an IT-literate DOL- wide workforce. OSHA will assess the IT skills of its staff and implement a training program to ensure that the skills are adequate to yield the benefits of technology.

VII-C. Human Resources

OSHA's Strategic Plan is based on the Agency's FY 1998 budget request and is consistent with the President's 5-year budget plan. The budget request seeks enhanced staffing for two major elements in the implementation of the Agency's strategic plan: compliance assistance and partnership, and enforcement. The specific professional (i.e., technical) competencies required to accomplish the Agency's mission are functions of the Agency's strategic and performance objectives. These will, to some degree, change over time. The strategic-performance planning linkage should better allow the Agency to anticipate and address changes needed in occupational balance, specific technical skills, and equal employment.

OSHA is committed to achieving greater diversity in its workforce, and will continue efforts to increase representation of minorities and women. The Agency is working to establish specific programs to promote equity in hiring, promotion and employee development, and is undertaking outreach efforts, including establishing pipelines with colleges and universities, to increase the recruitment of minorities and women.

To secure public confidence requires a professional and knowledgeable staff which is able to deliver the Agency's services in a fair and consistent manner. One way OSHA is fostering these skills is through the Area Office Redesign effort, in which employees are organized into multi-disciplinary strategic teams. In addition to requiring adequate technical knowledge, participation in the redesigned environment requires new skill sets in teamwork and problem-solving, as well as the ability to analyze data and think in terms of results rather than activities. When staff obtain these critical skills and abilities, the full weight of the Agency's human resources can be focused on solving real problems and accomplishing significant outcomes. Changing OSHA's culture for results will evolve from changing the way the Agency measures its performance and the performance of its managers. Redesigning OSHA's performance management systems is a performance objective of this Strategic Plan.

To operate effectively in today's environment, OSHA has stressed, as one strategic imperative, the creation of a networked organization. In addition to facilitating employee participation and teamwork, networking enables information transfer. The development and dissemination of information, its integration into all facets of program design, management and evaluation, and its full utilization in operational decision-making, are essential to OSHA's transformation into a results-driven organization. While OSHA will continue to examine and refine its organizational structures and processes generally, the restructuring of OSHA's technology functions into a single entity is a recognized priority in the integration of the Agency's information resources.

OSHA will continue to provide the finest professional training to its staff, in accordance with its strategic and performance objectives. Upgrading workforce technology skills, and providing assistance in utilizing new technology, are also essential, as is reflected in the Agency's Information Technology Strategic Plan.

OSHA has a strong tradition of partnership with its collective bargaining units. As the Agency continues to work in partnership, it will seek to build on established agreements in developing training programs that ensure that OSHA employees are ready to meet technological demands. No labor relations issues are foreseen because of this Strategic Plan.

VIII. Performance Measures Matrix

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (1): Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>By FY 2002 reduce worker injuries, illnesses, and fatalities by focusing nation-wide attention and Agency resources on the most prevalent types of workplace injuries and illnesses, the most hazardous industries, and the most hazardous workplaces as evidenced by:</p> <p><i>Reducing three of the most prevalent types of workplace injuries and illnesses by 15% by focusing on those industries and occupations that cause the most injuries/illnesses and pose the greatest risk to workers.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Establish baseline measures and performance measurement systems for three of the most prevalent types of workplace injuries and illnesses ▶ Interim reduction goal of 3% ▶ Interim reduction goal of 7% ▶ Interim reduction goal of 11% ▶ Final reduction goal of 15%

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (1) : Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Reduce worker injuries, illnesses, and fatalities by focusing nation-wide attention and Agency resources on the most prevalent types of workplace injuries and illnesses, the most hazardous industries, and the most hazardous workplaces as evidenced by:</p> <p><i>Reducing injuries and illnesses in at least 5 high hazard industries by 15%, by focusing on those workplaces with the highest injuries and illnesses.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Establish baseline measures and performance measurement systems ▶ Interim reduction goal of 3% in injuries and illnesses in each targeted industry ▶ Interim reduction goal of 7% in injuries and illnesses in each targeted industry ▶ Interim reduction goal of 11% in injuries and illnesses in each targeted industry ▶ 15% reduction in injuries and illnesses in each targeted industry

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces
--

Agency Strategic Goal (1) : Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Reduce worker injuries, illnesses, and fatalities by focusing nation-wide attention and Agency resources on the most prevalent types of workplace injuries and illnesses, the most hazardous industries, and the most hazardous workplaces as evidenced by:</p> <p><i>Decreasing fatalities in the construction industry by 15%, by focusing on the four leading causes of fatalities (falls, struck-by, crushed-by, and electrocutions and electrical injuries).</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Establish baseline measures and performance measurement systems ▶ Interim reduction goal of 3% in fatalities ▶ Interim reduction goal of 7% in fatalities ▶ Interim reduction goal of 11% in fatalities ▶ 15% reduction in fatalities

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces
--

Agency Strategic Goal (1) : Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Reduce worker injuries, illnesses, and fatalities by focusing nation-wide attention and Agency resources on the most prevalent types of workplace injuries and illnesses, the most hazardous industries, and the most hazardous workplaces as evidenced by:</p> <p><i>Effecting at least a 20% reduction in injuries and illnesses in at least 100,000 workplaces where the Agency initiates a major intervention.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Establish baseline measures and performance measurement systems ▶ Interim reduction goal of 20% in injuries and illnesses in 25,000 workplaces ▶ Interim reduction goal of 20% in injuries and illnesses in 50,000 workplaces ▶ Interim reduction goal of 20% in injuries and illnesses in 75,000 workplaces ▶ Achieve 20% reduction in injuries and illnesses in 100,000 workplaces

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces
--

Agency Strategic Goal (1): Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Reduce worker injuries, illnesses, and fatalities by focusing nation-wide attention and Agency resources on the most prevalent types of workplace injuries and illnesses, the most hazardous industries, and the most hazardous workplaces as evidenced by:</p> <p><i>Within 4 years of the effective date of significant final rules, achieving a 20% reduction in fatalities, injuries, or illnesses or, for program rules or revisions, a 20% or greater increase in the rate of current industry compliance.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Develop measurement system to evaluate the impact of each significant final rule, program rule, or revision; Identify, develop, and deliver appropriate technical training courses; Conduct evaluation (“Look Back”) studies on previous rules ▶ Develop measurement system to evaluate the impact of each significant final rule, program rule, or revision; Develop training plans and begin to deliver scheduled training; Conduct evaluation (“Look Back”) studies on previous rules ▶ Demonstrate results from an evaluation of the Scaffolds in Construction Standard ▶ Demonstrate results from an evaluation of the Methylene Chloride Standard ▶ Demonstrate results from an evaluation of the Respiratory Protection and Record keeping Standards
Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	

<p>Agency Strategic Goal (1): Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities</p>	
<p>Performance Goals/Objectives (From Section III)</p>	<p>Performance Measures/Indicators (Quantifiable)</p>
<p>Respond effectively to legal mandates, so that workers are provided full protection under the OSH Act, as evidenced by:</p> <p><i>Initiating inspection of fatalities and catastrophes within 1 working day of notification for 95% of occurrences to prevent further injuries or deaths.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Establish baseline, achieve goal ▶ Maintain response level ▶ Maintain response level ▶ Maintain response level ▶ Maintain response level

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (1) : Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Respond effectively to legal mandates, so that workers are provided full protection under the OSH Act, as evidenced by:</p> <p><i>Initiating investigation of worker complaints within 1 working day or conduct an on-site inspection within 5 working days, so that eighty percent (80%) of all worker complaints that require on-site inspection are resolved within an average of 20 working days of notification to the employer, by FY 2000.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Establish baseline level, set interim goal ▶ Track performance against interim goal ▶ Achieve goal ▶ Maintain performance level ▶ Maintain performance level

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (1): Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Respond effectively to legal mandates, so that workers are provided full protection under the OSH Act, as evidenced by:</p> <p><i>Evaluating and, if necessary, revising the 11(c) "whistleblower" program.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Evaluate and, if necessary, revise the 11(c) program; define new performance measures ▶ Implement revised program, if necessary, and establish baseline and performance measurement system ▶ Track performance against measures established ▶ Track performance against measures established ▶ Track performance against measures established

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (1): Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Respond effectively to legal mandates, so that workers are provided full protection under the OSH Act, as evidenced by:</p> <p><i>By FY 2000, resolving 75% of all “whistle blower” cases within 90 days.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Evaluate 11 (c) program (see previous measure) ▶ Monitor performance levels ▶ Resolve 75% of all whistle blower cases within 90 days ▶ Monitor performance levels ▶ Monitor performance levels

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces
--

Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Promote programmatic/systematic approaches to safety and health in the workplace (i.e., safety and health programs), as evidenced by:</p> <p><i>Establishing Cooperate Compliance Programs (CCPs) in all Federal enforcement States, by the end of FY 1998, to increase the number of firms with high injury and illness rates which implement effective safety and health programs.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Achieve full CCP implementation in Federal enforcement States ▶ Track performance of CCPs

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces
--

Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Promote programmatic/systematic approaches to safety and health in the workplace (i.e., safety and health programs), as evidenced by:</p> <p><i>Fifty percent (50%) of the employers (in general industry) who are targeted for or request an OSHA intervention will have either implemented an effective safety and health program or significantly improved their existing program.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Develop a program measurement tool ▶ Establish baseline measure and establish interim performance goal ▶ Accomplish interim performance goal ▶ Accomplish interim performance goal ▶ Accomplish goal

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Enhance awareness of safety and health in America's workplaces and make occupational safety and health information readily accessible to employers, workers, and the general public, as evidenced by:</p> <p><i>Making all standards, regulations, and reference materials available in a user-friendly manner from the OSHA Home Page on the Internet, by FY 2000.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Develop tracking system to assure standards, regulations and reference materials are made available to managers of the OSHA Home Page ▶ Conduct random checks to assure all relevant materials are on the OSHA Home Page ▶ Monitor and maintain performance level ▶ Monitor and maintain performance level ▶ Monitor and maintain performance level

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Enhance awareness of safety and health in America's workplaces and make occupational safety and health information readily accessible to employers, workers, and the general public, as evidenced by:</p> <p><i>Establishing a referral clearinghouse for dissemination of occupational safety and health information by FY 2000; and responding to 95% of requests for information within 3 working days by the end of FY 2002.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ No action planned ▶ Develop plan to establish referral clearinghouse ▶ Implement referral clearinghouse; Achieve interim goal of 50% of requests processed within 3 working days ▶ 75% of requests processed within 3 working days ▶ 95% of requests processed within 3 working days

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Enhance awareness of safety and health in America's workplaces and make occupational safety and health information readily accessible to employers, workers, and the general public, as evidenced by:</p> <p><i>Implementing a targeted outreach plan for all new OSHA initiatives (e.g., standards, guidelines, emphasis programs) by the end of FY 1999.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ 75% of new initiatives have outreach plans ▶ 100% of new initiatives have outreach plans ▶ Monitor and maintain performance level ▶ Monitor and maintain performance level ▶ Monitor and maintain performance level

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Enhance worker involvement in all aspects of safety and health in the workplace, as evidenced by:</p> <p><i>Including a requirement for worker involvement in all proposed OSHA regulations and initiatives (e.g., Cooperative Compliance Programs, safety and health standards).</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Review and evaluate existing programs and policies to develop ways of enhancing employee involvement ▶ Convene stakeholder forum to obtain recommendations on the most effective ways to increase worker involvement ▶ Track performance -- ongoing ▶ Track performance -- ongoing ▶ Track performance -- ongoing

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Enhance worker involvement in all aspects of safety and health in the workplace, as evidenced by:</p> <p><i>Developing and delivering training to workers and employers in the skills necessary for effective worker involvement in safety and health.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Develop a system to track performance ▶ Implement performance tracking system which may include: number of training materials developed and disseminated; number of employers and workers impacted/affected by training materials; number and percent proposed regulations and initiatives with a worker involvement component ▶ Track performance -- ongoing ▶ Track performance -- ongoing ▶ Track performance -- ongoing

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Issue standards, regulations, interpretations, and accompanying outreach materials in plain language that is user-friendly and easy for employers, workers, and the general public to understand and apply, by:</p> <p><i>Increasing the number of plain language standards from one in FY 1998 to five per year by the end of FY 2000, with seventy-five percent (75%) of employers and workers rating OSHA plain language standards as readable and understandable.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Formulate readability testing procedures; Propose or promulgate 1 plain language standard ▶ Conduct focus groups to evaluate readability and understandability of new/revised plain language standards; Propose or promulgate 3 plain language standards ▶ 75% of employers and workers rate OSHA standards as readable and understandable; Propose or promulgate 5 plain language standards ▶ Track performance -- ongoing; Propose or promulgate 5 plain language standards ▶ Track performance -- ongoing; Propose or promulgate 5 plain language standards

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Recognizing and addressing the special needs of small businesses through the provision of consultation, training, and outreach services to employers seeking support in improving workplace safety and health, as evidenced by:</p> <p><i>Developing and disseminating occupational safety and health training and reference materials targeted to small business employers and workers.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Develop tracking and measurement systems ▶ Track performance ▶ Track performance ▶ Track performance ▶ Track performance

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (2): Change workplace culture to increase employer and worker awareness of, commitment to, and involvement in safety and health	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Recognizing and addressing the special needs of small businesses through the provision of consultation, training, and outreach services to employers seeking support in improving workplace safety and health, as evidenced by:</p> <p><i>Ninety percent (90%) of small business employers and workers receiving OSHA's assistance rate their experience as useful by the end of FY 2002.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Develop survey instrument ▶ Conduct annual small business employer and employee surveys; Establish baseline and interim performance goals ▶ Track progress against interim performance goals (percent of small business employers and workers rating their experience with OSHA as useful) ▶ Track progress against interim performance goals ▶ 90% rate experience as useful

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Increase collaboration between and among OSHA and its stakeholders as evidenced by:</p> <p><i>Updating the nation's safety and health priorities through the Priority Planning Process, which identifies priority hazards for agency action, by FY 2002.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ No formal action ▶ No formal action ▶ Identify new hazards for consideration ▶ Select priorities ▶ Nation's safety and health priorities will be updated.

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Increase collaboration between and among OSHA and its stakeholders as evidenced by:</p> <p><i>Ninety-five percent (95%) of stakeholders and partners rate their involvement in OSHA's stakeholder/partnership process as positive</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Develop measurement tools ▶ Establish baseline and interim performance goals ▶ Track progress against interim performance goals ▶ Track progress against interim performance goals ▶ 95% of stakeholders and partners rate their involvement as positive

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Develop management information and data collection systems to support Agency goals and strategies as evidenced by:</p> <p><i>Fully implementing, by FY 2002, the information systems necessary to collect Agency performance data and developing the capacity to analyze OSHA's performance.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Resolve design, collection, analysis and baseline data issues regarding performance measures ▶ Fully implement the data initiative ▶ Implement IT Strategic training plan ▶ Refine the data initiative ▶ Fully implement a system to measure safety and health program effectiveness ▶ Conduct customer satisfaction surveys ▶ Revise and maintain its information technology infrastructure ▶ Continue to refine performance measurement ▶ Review, revise, and update the agency's Information Technology Strategic plan ▶ Continue progress from previous years and identify additional areas which need improvement ▶ Resolve issues identified in previous years. ▶ Be able to demonstrate a fully functional information system.

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Implement human resource management systems that foster organizational excellence and support culture change as evidenced by:</p> <p><i>Implement a revised performance appraisal system which links competencies and performance to Agency outcomes through the Agency's Performance Plan.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Implement revised performance appraisal system for managers and supervisors ▶ Review executive, manager, supervisor, and non-supervisor systems in light of FY 1997/8 experience and adjust as necessary ▶ Review, monitor and improve the system. ▶ No additional action planned ▶ No additional action planned.

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Implement human resource management systems that foster organizational excellence and support culture change as evidenced by:</p> <p><i>Eighty percent (80%) of employers and workers interacting with OSHA will rate OSHA staff's professionalism, competence, and knowledge as satisfactory.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Establish baseline and criteria ▶ No additional formal action ▶ 80% of employers and employees surveyed rate OSHA staff's professionalism, competence, and knowledge as satisfactory ▶ No additional formal action ▶ 80% of employers and employees surveyed rate OSHA staff's professionalism, competence, and knowledge as satisfactory

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Implement strategic and process improvement projects to increase the efficiency and effectiveness of OSHA's programs and to provide better service to its internal and external partners and customers as evidenced by:</p> <p><i>Complete the redesign of all OSHA field offices by the end of FY 1999.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Roll out 21 area offices ▶ Roll out 20 area offices ▶ Assess effectiveness of redesign by developing and using feedback mechanisms for continuous improvement ▶ No formal additional action planned ▶ No formal additional action planned

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Implement strategic and process improvement projects to increase the efficiency and effectiveness of OSHA's programs and to provide better service to its internal and external partners and customers as evidenced by:</p> <p><i>Reducing the paperwork burden associated with OSHA regulations by 25% by the end of FY 1998, and thereafter by 5% each year through FY 2001.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Determine FY 1998 year-end baseline ▶ Implement strategy to achieve 5% reduction; Achieve additional 5% reduction ▶ Achieve additional 5% reduction ▶ Achieve additional 5% reduction ▶ Identify strategy to maintain FY 2001 burden level; Implement maintenance strategy

Departmental Goal: Safe, Healthy and Equal Opportunity Workplaces	
Agency Strategic Goal (3): Secure public confidence through excellence in the development and delivery of OSHA's programs and services.	
Performance Goals/Objectives (From Section III)	Performance Measures/Indicators (Quantifiable)
<p>Maintain the integrity and stewardship of OSHA's financial resources by:</p> <p><i>Ensuring that OSHA financial systems and procedures comply with all applicable accounting and financial system standards, laws, regulations, policies, and practices.</i></p> <ul style="list-style-type: none"> ▶ By the end of FY 1998 ▶ By the end of FY 1999 ▶ By the end of FY 2000 ▶ By the end of FY 2001 ▶ By the end of FY 2002 	<ul style="list-style-type: none"> ▶ Prepare action plan to implement a cost accounting system consistent with Statements of Federal Financial Accounting Standards (SFFAS) No. 4 -- Managerial Cost Accounting; Develop a corrective action plan to address a material financial management weakness involving reconciling penalty data identified in OSHA's Integrated Management Information System (IMIS) with receipts identified in the Department's accounting system ▶ Implement an agency-wide cost accounting system; Implement system changes related to the tracking of penalty receipts ▶ Maintain compliance with all applicable accounting and financial system standards ▶ Maintain compliance with all applicable accounting and financial system standards ▶ Maintain compliance with all applicable accounting and financial system standards

IX. Role of State Plan States

Twenty-five States and U.S. territories operate their own OSHA-approved occupational safety and health programs. These “State plan States” are integral partners in OSHA’s mission of assuring the safety and health of the nation’s workers. They are not required to operate programs “identical” to those of Federal OSHA, but are given the flexibility to operate programs that reflect their own State-specific issues and concerns, as long as their programs are “at least as effective” as the Federal OSHA program.

It should be recognized that this Strategic Plan was developed to primarily address Federal OSHA’s goals and objectives. The specific objectives, strategic measures, and strategic tools chosen to guide the Federal program’s achievement of these Strategic Goals may not necessarily reflect the focus and emphasis for each of the States, and are not automatically applicable to them. However, the three Strategic Goals are reflective of broad, generic aspirations for the nationwide occupational safety and health effort, and as such, establish the parameters against which the “at least as effective” status of the 25 States will be measured.

State plan States will participate in the development of Annual Performance Plans to establish the specific methods for Federal achievement of the goals, objectives, and measures. States will also participate in a subsidiary process with Federal OSHA to determine whether the established Federal objectives and measures should apply to them or whether alternative measures or mechanisms should be established to guide and evaluate State performance.

X. OSHA’S Strategic Tools

OSHA has developed a variety of intervention tools and strategies for achieving its strategic goals. No single program or strategy will achieve success alone. OSHA believes that developing common sense regulations, demonstrating a strong enforcement presence, implementing varied approaches to compliance assistance, and employing a strategic mixture of alternative intervention tools will enable OSHA to address existing and emerging hazards. As hazards are identified, the Agency will direct its full range of programs and strategies to craft solutions to specific problems. The synergistic effect of multiple strategies will enable OSHA to leverage its resources to achieve the greatest impact on worker safety and health.

OSHA has set in motion an overall strategy for safety and health programs that weaves together the Agency’s intervention tools in a comprehensive way. This multifaceted approach includes initiating enforcement interventions that involve focused inspections for employers with effective safety and health programs, implementing a sliding scale of penalty adjustments tied to the quality of an employer’s safety and health program, and strengthening compliance assistance and partnership efforts that include on-site consultation, as well as training and outreach materials and programs.

OSHA's enforcement strategies, compliance assistance strategies, and partnership offerings are uniquely combined in the Agency's Cooperative Compliance Program, which offers selected high-hazard workplaces with the greatest injury and illness rate a choice of working with OSHA to implement a comprehensive safety and health program, and if they elect to do so, they will be placed on a lower priority inspection list.

Each of OSHA's strategic tools is described in detail below.

- ***Problem Analysis*** -- To accomplish the goals and objectives outlined in this Strategic Plan, OSHA will increasingly make use of research studies and data to proactively assess changes in the workplace environment and the workforce to identify trends in occupational injuries, illnesses, and deaths and to determine the underlying reasons for their occurrence. OSHA will use the results of studies conducted, as well as data collected as part of its own initiatives, in an on-going manner to guide its program operations. OSHA will use this information to determine the appropriate mix of interventions and strategic tools to use in correcting and addressing the problems identified, to focus its resources on those areas where it can achieve the greatest impact, and to analyze its performance to identify which strategies are most effective in accomplishing the desired outcomes.
- ***Standards Promulgation*** -- OSHA will continue to use the standard setting process to establish the fundamental criteria for attaining a safe and healthful workplace. By identifying and systematically addressing major hazards and issues, OSHA standards help employers understand what they need to do to protect their workers. Although the approach of addressing individual hazards through specific standards has been effective in the past and will continue to be part of OSHA's approach in the future, OSHA will also utilize a more systematic and broad-based approach in future standards setting. For example, to stress the importance of safety and health programs in the workplace, OSHA plans to issue a rule on these programs.

To ensure that Agency resources are allocated to the most important problems, the Agency will continue to use and expand upon the Priority Planning Process. This process allows the Agency to work with stakeholders to identify the most important current and emerging hazards, and allows them to suggest options for dealing with each identified issue, such as promulgating a standard or using non-rulemaking means, such as issuing guidelines or hazard alert bulletins.

In addition, OSHA will continue to expand its current effort of writing and revising standards in plain language, to make safety and health rules more understandable to those affected by the rules.

- **Enforcement** -- OSHA will provide a strong enforcement presence to act as an effective deterrent for employers who fail to meet their safety and health responsibilities and as a means of leveraging the Agency's resources. OSHA's voluntary and incentives initiatives are dependent upon the Agency maintaining an effective enforcement presence in the workplace, and OSHA will continue to ensure that *serious violators face serious consequences*. Through enhanced targeting and improved case preparation, the Agency will increase the number of high-impact cases (e.g., significant, egregious, and corporate-wide settlement agreements). At the same time, as a means of leveraging enforcement and changing workplace culture, the Agency will provide penalty reductions for certain employers who have established comprehensive safety and health programs.

OSHA will also increasingly use data-driven approaches to direct its resources away from safer workplaces toward more hazardous ones. The Agency plans to enhance its enforcement actions that address the most prevalent types of workplace injuries and illnesses, high hazard industries, and high hazard workplaces identified through site-specific injury and illness data.

Over the next six years, the Agency will continue to improve the efficiency of its inspection operations by focusing on the most dangerous hazards, improving procedures for responding to worker complaints, and developing tools which result in quicker abatement of hazards. OSHA will also demonstrate a strong enforcement presence by improving the effectiveness of OSHA's response to responsibilities mandated by the OSH Act, such as complaint, fatality, and catastrophe investigations. The Agency will also enhance its programs to ensure that workers who report unsafe working conditions receive proper protection under the law. Together, these strategies and program improvements will help prevent work-related fatalities, injuries, and illnesses.

- **Compliance Assistance and Partnerships** -- OSHA will continue to improve, expand, evaluate, and revise its already extensive compliance assistance and partnership/incentive programs, including the On-Site Consultation Program, the Voluntary Protection Program (VPP), and local partnership initiatives, such as the construction industry effort undertaken by the Parsippany Area Office, in partnership with the New Jersey State Troopers and the Laborer's International Union. OSHA's outreach efforts will focus on increasing the availability and usefulness of safety and health information and technical assistance materials. Complementing OSHA's enforcement strategy, the compliance assistance and partnership effort will improve its strategic targeting, change and expand its scope, and increase its leveraging components.

OSHA will continue to integrate its compliance assistance and partnership efforts with its enforcement strategy. For example, the Agency's VPP program will be used to provide models of excellence in the hazardous industries and processes targeted for enforcement, and will actively compile and share this learning with other companies. The program will be expanded to include those industries not currently covered, geographic areas where the program is less well known, and workplaces where the program has little or no representation, such as the service industry. A similar promotional effort will be undertaken in the Consultation Program to help employers, particularly small businesses, develop safety and health programs.

OSHA's partnership and incentive and compliance assistance programs already demonstrate an impressive use of leveraging, either by using private sector resources in safety and health efforts or by providing assistance through outreach and other large-scale means, which in turn have multiplier effects. OSHA will strive to improve upon and expand these leveraging efforts, in part, by forging new partnerships with other government entities, unions and associations.

- ***Training and Education*** -- OSHA has developed a broad-based training and educational effort for external outreach including: a wide-ranging training grant program, the OSHA Training Institute Education Centers located at 12 academic institutions nation-wide, and various train-the-trainer authorization programs sponsored by the OSHA Training Institute. Together, these efforts result in the training of several thousand participants each year, drawn from industries, occupations, and geographic locations that might not normally be reached by OSHA's traditional program endeavors, such as inspections or consultation.

In future years, OSHA will expand training opportunities for employers and workers, using technology-based delivery systems (e.g., distance learning, computer-assisted learning, video-training), and will continue to expand the leveraging component in these efforts by providing training aids and lesson plans through the OSHA Home Page on the Internet, thus striving for a multiplier effect by using train-the-trainer approaches. OSHA will also establish a safety and health information clearinghouse that will enable employers and workers to access information to help them with safety and health issues in their workplaces.

- ***Information Technology*** -- With the advent of widespread access to technology, OSHA is finding innovative ways to use technology to support mission accomplishment. In the coming years, OSHA will increasingly use technological approaches to improve workplace safety and health. For example, the Agency will expand the use of the Internet and CD-ROM technology to make standards and interpretations more accessible; develop

expert systems to assist employers in complying with standards, such as asbestos and cadmium; and provide computer-based safety and health training materials.

Over the next six years, OSHA will develop additional electronic methods of providing information which give employers and workers current information and guidance they can use to create a safe work environment.

- ***OSHA Management Systems*** -- To effectively implement the strategies outlined above, OSHA needs a highly trained and motivated staff, and the management structures and systems in place to ensure that the Agency is addressing the most important problems in the most efficient and effective manner possible. Over the next six years, the Agency will focus on implementation of management strategies that will help OSHA achieve its strategic goals, including the following sets of activities.

OSHA will strive to provide Agency staff with the finest professional development, as well as challenging work assignments, and will recognize the OSHA staff's dedication and high-quality service. OSHA will complete redesign of its field operations to increase the opportunity for proactive, process improvement interventions to improve worksite safety and health and provide grass-roots customer service. OSHA will also rely on union-management partnerships and widespread employee participation to implement its new programs and strategies.

XI. Impact Factors

Several factors may impact OSHA's ability to effectively carry out its mission, achieve its strategic goals, and measure the impact of its programs. Many of these factors can have a large influence on workplace incidence rates and confound the Agency's ability to accurately identify a particular cause for shifts in safety and health conditions in specific firms or industries. OSHA will monitor these factors, evaluate their impact, and make adjustments to its program to ensure that its efforts are responsive to these conditions.

- ***General Economic Conditions*** -- Economic changes influence working conditions and often have an immediate impact on injuries, illnesses, and workplace fatalities. For example, favorable business climates spur companies to increase production. This is often accomplished by hiring additional workers, requiring existing workers to work longer hours, speeding up production lines, or experimenting with newer, unproven technologies -- situations that tend to create an environment more conducive to accidents and exposures. Conversely, during a constricting economy, firms tend to dismiss newer, younger workers, who, according to the Bureau of Labor Statistics, have higher injury rates, and to retain older, more experienced workers who

tend to be more safety conscious. Shrinking economies also encourage firms to eliminate safety directors and other “overhead” staff, resulting in a lessening of focus on safety and health. Similarly, changes in worker compensation laws and the associated benefits can influence worker and employer willingness to report a work-related injury or illness.

- ***Changing Nature of Work and Workforce Demographics*** -- OSHA needs to continually monitor the changing nature of work and workplace demographics to orient its programs toward new workplace conditions. For example, it has been well documented that America is moving from a manufacturing-based to a more service-based economy. Service sector work and some automated processes (e.g., automated check-out counters) have resulted in new body stressors and injuries, such as “ergonomically” induced carpal tunnel wrist injuries. OSHA’s rules in the past have not traditionally addressed these segments of the workforce, and employers in this arena are not accustomed to being regulated. Adding to this dilemma are an increased number of non-English speakers, workers who are starting work at a younger age or continuing to work at an older age, and the rapidly increasing number of temporary workers. For these workplace demographic changes, OSHA will need to use new and innovative approaches to ensuring worker safety.
- ***Legislation/Budgetary Decisions*** -- New legislation (e.g., OSHA reform) enacted by Congress or riders attached to other bills may also impact OSHA’s ability to meet the goals and objectives outlined in this Strategic Plan. In addition, OSHA’s strategic plan is predicated on stable and steady resources.
- ***Partner, Stakeholder, and Customer Needs*** -- a key component of OSHA’s strategic plan involves the inclusion and consideration of its partner, stakeholder, and customer needs and requirements. As workplace safety and health conditions change, OSHA will consider ways of adjusting its programs to more effectively serve the needs of these constituencies.

Agencies with direct ties to OSHA (e.g., National Institute for Occupational Safety and Health, Mine Safety and Health Administration, and Bureau of Labor Statistics) can provide valuable support in assisting the Agency to achieve its mission. For example, NIOSH’s research agenda helps direct where OSHA’s regulatory priorities should be placed, and also identifies other hazards that are more appropriately addressed through non-regulatory approaches. Similarly, BLS collects data necessary to measure OSHA performance in a number of areas.

In addition, OSHA has in place a number of Memoranda of Understanding (MOUs) with federal agencies that administer other laws that impact workplace conditions. The Department of Transportation, for example, has legal responsibility for rail, air, and water safety, and regulates many of the

conditions that affect workers in these industries. As the administration of these laws change, OSHA will continue to modify its existing MOUs to minimize jurisdictional overlap.

- ***Data Systems and Data Analysis to Support Performance Measurements*** -- OSHA is currently developing the necessary sources of data and establishing the parameters for measurement-related analysis. However, measuring program impacts may be complicated for some interventions because there may be a time lag between the intervention, data collection, and attaining the desired result.

A related issue concerns the use of Bureau of Labor Statistics (BLS) data by OSHA to identify hazards and populations at risk and to evaluate the impact of its programs. There are several difficulties associated with the use of BLS data. First, BLS produces data on a calendar year basis, while GPRA requires agencies to track performance on a fiscal year basis. In addition, there is a significant time lag (15-16 months) in the availability of BLS data, which creates difficulty for OSHA's tracking of its performance on an annual basis. Finally, concerns have been raised by the Inspector General (IG) about the use of BLS data by OSHA for GPRA purposes. Discussions are planned within the Department of Labor between OSHA, the IG, and BLS to address this issue.

- ***Catastrophic Incidents*** -- Catastrophic accidents occurring in the future may result in the need for a redeployment of OSHA's resources to address the root causes of these situations. This could result in a need for restructuring both regulatory and enforcement approaches.

XII. The Challenge

Since OSHA's inception, the nation has made substantial progress in occupational safety and health; for example, since 1970, the work-related fatality rate has been cut in half¹ and overall injury and illness rates have declined in industries where OSHA has concentrated its attention². In some areas the progress has been notable: brown lung disease has been virtually eliminated in the textile industry³, and trenching and excavation fatalities have been reduced by 35% since 1970⁴.

Even with these important successes, significant hazards and unsafe conditions still exist in the American workplace. The reality remains that today six thousand Americans die from workplace injuries each year. An estimated 50,000 workers die every year from illnesses caused by workplace exposures⁵ and six million people suffer non-fatal workplace injuries⁶. Injuries alone cost U.S. businesses over \$110 billion annually⁷.

The challenge of making satisfactory progress toward the accomplishment of OSHA's mission is affected by a number of new or emerging factors impeding OSHA's efforts to better deliver on its promise:

- The number of workers OSHA is responsible for protecting has expanded dramatically
- The dynamic workplace environment has resulted in rapid technological advances and changes in the nature of work, which has led to new and unforeseen health and safety issues, requiring increased time and attention
- To satisfy the requirements of the Government Performance and Results Act (GPRA), OSHA must have the data needed to evaluate the Agency's impact. This will require a substantial investment in data systems, because many of the necessary sources of data to measure OSHA's performance are not currently in place.

With these existing and anticipated future challenges, OSHA needs to more sharply focus its efforts to develop and implement methods of leveraging its capabilities to achieve the greatest possible impact on worker safety and health.

XIII. Conclusion

In responding to the challenges OSHA currently faces, such as an expanding base of workers to protect, changing workplace conditions, and the emergence of new and more complex issues, the Agency must find new approaches, improve its efficiency, and leverage its resources, both appropriated and other, that are dedicated to workplace safety and health in this country. OSHA's three strategic goals establish a solid blueprint for making significant progress in workplace safety and health. By reducing injuries, illnesses, and fatalities, engaging workers and employers in the mission of the Agency, and obtaining the highest level of public confidence in the development and delivery of OSHA services, real progress will be possible. Implementing a strategic plan that reflects the involvement of Agency staff and outside stakeholders, including Congress, is an important first step toward that progress.

XIV. References

1. National Safety Council, Accident Facts, 1994.
2. Gray and Shultz, "Does Regulatory Enforcement Work?", *Law and Society Review*, July 1993, p. 177-213.
3. OSHA, Directorate of Policy, OSHA Data Book, 1995.
4. OSHA, Fatality/Catastrophe Reports, Integrated Management Information System (IMIS).
5. Landrigan and Markowitz, "Current Magnitude of Occupational Disease in the United States," *Annals of the New York Academy of Sciences*, 1989, No. 572, p. 27-45.
6. Bureau of Labor Statistics, *Workplace Illnesses and Injuries*, 1994.
7. National Safety Council, Accident Facts, 1994.