



Division of Labor Standards and Safety

Alaska Occupational Safety and Health (AKOSH)



STRATEGIC PLAN Fiscal Years 2014-2018

Dianne Blumer, Commissioner

Grey Mitchell, Director



**ALASKA DEPARTMENT OF LABOR
& WORKFORCE DEVELOPMENT**

Jobs are Alaska's Future

State of Alaska
Department of Labor and Workforce Development
Labor Standards and Safety Division

Alaska Occupational Safety and Health (AKOSH)

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Strategic Plan

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SECTION 1: MISSION AND VISION

I. Introduction:

This document presents the Alaska Occupational Safety and Health (AKOSH) Strategic Plan for the period of October 1, 2013 through September 30, 2018. This plan defines AKOSH goals and objectives over the next five years and provides a means of measuring our performance. AKOSH, in cooperation with Region X of the Occupational Safety and Health Administration (OSHA), will perform the following activities:

- adjust the plan as circumstances dictate;
- use the plan to develop annual performance plans and budget submissions;
- file quarterly and annual reports on progress toward goals established by the plan; and,
- hold managers and staff accountable for achieving the goals and outcomes as stated in the strategic and annual plans.

It is expected, over the five year course covered by this plan, that AKOSH will successfully accomplish the plan objectives and goals to result in a safer and healthier work environment in Alaska.

II. The Mission:

AKOSH's mission is "to work in partnership with Alaskan employers and workers toward eliminating workplace injuries, illnesses and deaths and to assist employers in complying with state and federal regulations relating to occupational safety and health."

AKOSH achieves its mission through various means, including workplace enforcement of applicable laws and regulations, inspections, consultation services, promotion, education, partnerships, and cooperative programs. By accomplishing these tasks, AKOSH helps save lives, improves the quality of life for Alaska's working men and women, and contributes to the economic vitality of the State of Alaska.

AKOSH plays a critical role in achieving the overall mission for the Alaska Department of Labor and Workforce Development, which is to provide safe and legal working conditions and to advance opportunities for employment.

III. History

In 1970, Congress established OSHA. As defined in P.L. 91-596, The Occupational Safety and Health Act of 1970 (hereinafter "the Act"), OSHA's mission is to "Assure so far as possible every working man and woman in the nation, safe and healthy working conditions." This mandate involves OSHA's application of a set of tools, including standards development, enforcement, and compliance assistance, which enable employers to create and maintain safe and healthy workplaces. The tool set also includes the authority for a state to run its own occupational safety and health program as long as it meets, at a minimum, the same standards as the federal program and is approved by OSHA to operate as such.

Alaska's developmental state plan for industrial safety and health was submitted to the U.S. Secretary of Labor for approval on December 8, 1972. The Alaska Legislature enacted legislation in 1973 to change the existing state safety statutes and regulations to be in compliance with the Act. The Alaska Occupational Safety and Health statutes, AS 18.60.010 - 105, became effective on July 24, 1973. Alaska completed the development steps required under Section 18(b) of the Act on or before Octo-

ber 1, 1976, and received 18(e) certification on September 14, 1977. The State Plan received 18(e) final approval by the U.S. Department of Labor on September 26, 1984.

In 1997, AKOSH developed its “first” five-year plan in support of federal OSHA's five-year strategic plan. AKOSH's first strategic plan took effect on October 1, 1999 and was completed September 30, 2003. This is AKOSH's fourth five-year strategic plan, which becomes effective October 1, 2013, will continue AKOSH's effort to effectively direct resources toward reducing workplace illnesses, injuries and fatalities.

IV. The Vision:

Reduce Occupational injuries, illnesses and fatalities through improved awareness and enforcement of occupational safety and health standards.

- ◆ *Achieve or exceed the occupational safety and health goals established in this plan*
- ◆ *Improve awareness and utilization of the services provided by AKOSH among employers and employees in Alaska improve attitudes toward voluntary compliance with safety and health standards through training, consultation and measured enforcement*

SECTION 2: STRATEGIC CONTEXT (Impact Factors)

The Uniqueness of Alaska

In order to understand the challenges that AKOSH faces every day to accomplish its mission, one must understand the unique character of the state of Alaska. This can be broken down into the three separate and distinct areas of geography, demography, and economy.

I. Geography:

The State of Alaska is the largest of the 50 United States with a land area of 570,374 square miles.¹ It is approximately one-fifth the size of the 48 contiguous states combined. However, it has a road system of only 16,301 miles including tribal land roads, federal reserve land roads (U.S. Forest Service, National Park Service, U.S. Army Corps of Engineers, U.S. Department of Defense, U.S. Coast Guard and U.S. FWS), and 2,775 marine water miles.² The vast majority of Alaska and its communities are not accessible by road.

Travel in and around Alaska is primarily by air. The capitol of Alaska, Juneau, can be accessed only by air or water. Several small Alaska communities are only accessible by float plane or boat and some are not accessible by any commercial means during the winter months.

Outside of the Anchorage/Fairbanks metropolitan areas, travel times are stretched out to days instead of hours. Travel is restricted by limited airline schedules and harsh weather conditions. Most air travel is dependent upon a limited number of commuter lines. Unless the destination is one of the few major villages in Alaska, direct flights are uncommon. Multiple modes of travel, including small boat, float plane, helicopter, and snow machine can be required to get to a particular location.

¹ State of Alaska, Alaska Facts & Information (<http://www.state.ak.us/local/facts.html>).

² State of Alaska, Department of Transportation, 2012 Certified Public Road Mileage (<http://www.dot.alaska.gov/stwdplng/transdata/pub/2012cprmFinal.pdf>)

II. Demography:

Approximately 785,696 people will be living in Alaska by the end of this plan.³ There are 350 communities in the state with 311 of them home to less than 1,000 residents. Only 100 of these communities are accessible by road. Many of the roads are unpaved.

The following is a table of the ten largest communities/boroughs in Alaska:

**Alaska's Ten Largest Communities/Boroughs⁴
(2010 Census)**

Anchorage/Mat-Su Borough	380,821	Kodiak Island Borough	13,592
Fairbanks North Star Borough	97,581	Ketchikan Gateway Borough	13,477
Kenai Peninsula Borough	55,400	Nome Census Area	9,492
Juneau City & Borough	31,275	Valdez/Cordova Census Area	9,636
Bethel Census Area	17,013	Sitka City & Borough	8,881

As reflected in the chart, approximately one-half of Alaska's population lives in the Anchorage/Mat-Su Borough area. The combined population of the next three largest communities is approximately one-half the Anchorage/Matspu population. Even the City and Borough of Sitka, with the tenth largest population, has fewer than 9,000 inhabitants.

III. Economy:

The economies of urban and rural Alaska are at opposite ends of the scale. Urban areas such as Anchorage/Mat-Su, Fairbanks, Kenai, Soldotna, and Juneau offer year-round employment through private sector services (45%), public utilities (26%), and federal, state and local government (13.7%). Seasonal employment in the urban areas is generally limited to tourism and fisheries. Industries such as construction, once considered seasonal, have become year-round operations in urban areas. In rural Alaska, year-round employment is limited to either public service or service industry jobs that are often part-time. Rural areas depend heavily on seasonal industries such as tourism and fisheries or cyclical industries such as mining and logging.⁵

During the last five year strategic plan, construction maintained a significant role in Alaska's economy. Although construction activity as slowed, it is expected to remain strong over the next five years. At the same time, logging continues to barely hang on in Alaska while seafood appears to have evened out. Transportation/warehousing, seafood processing and construction still remain significant sources of employment and workplace accidents in Alaska.⁶

Employment Statistics:

Employment numbers in Alaska have been gradually increasing. In CY 2012, there was an average of 334,100 workers in Alaska. In CY 2009, that number was 320,900.⁷

Occupational Fatality Rates:

Over the period of CY 2007 through CY 2011, there were 163 deaths attributed to work related activity in Alaska. Only 28 of those fatal accidents fell under the direct jurisdiction of AKOSH. The re-

³ *Alaska Population Projections 2010 - 2035*, <http://laborstats.alaska.gov/pop/projected/pub/popproj.pdf>

⁴ DOL/Census Population Statistics, <http://laborstats.alaska.gov/census/>

⁵ *Alaska Integrated Workforce Development Plan*, PY 2012-2016, http://www.labor.state.ak.us/bp/forms/Alaska_Integrated_Workforce_Development_Plan.pdf

⁶ Monthly Employment Statistics by Year, <http://live.laborstats.alaska.gov/ces/ces.cfm?at=01&a=000000&adj=0>

⁷ Monthly and Annual Employment Statistics, <http://live.laborstats.alaska.gov/ces/ces.cfm?at=01&a=000000&adj=0>

maining fatalities were caused by incidents outside AKOSH authority (aircraft, mining, watercraft, and highway accidents).⁸

The breakdown by calendar year is as follows:

<u>CY</u>	<u>AKOSH Jurisdiction</u>	<u>Other Jurisdiction</u>
2007	5	30
2008	2	33
2009	5	17
2010	7	39
2011	9	38

Although the ultimate goal is to eliminate workplace fatalities in Alaska, AKOSH recognizes that this goal may not be realistic due to unforeseeable accidents and circumstances. Therefore, AKOSH set a goal of a 10% overall reduction in the number of fatalities under AKOSH jurisdiction for the upcoming five year plan in comparison to the 28 fatalities from CY2007-2011. To reasonably achieve this goal, the average annual number of fatalities must be maintained at five or less.

AKOSH goals will focus not only on reducing fatalities, but will also concentrate on reducing the rates of injuries and illnesses. These goals demonstrate AKOSH’s commitment to the overall safety and health of Alaska’s workforce and a commitment to helping employers meet workplace safety and health responsibilities.

SECTION 3: STRATEGIC GOALS

AKOSH will focus on the main causes of illnesses, injuries, and fatalities in specified high hazard industries, while continuing to identify and correct hazards and influence compliance in all industrial and public sector categories. In order to effect the needed changes in the number of illnesses, injuries, and fatalities, AKOSH will focus on three strategic goals using lost time injury and illness data and fatality data extracted from Alaska Workers’ Compensation databases to measure performance.

Strategic Goal 1:

Improve workplace safety and health in both the public and private sectors as evidenced by a reduction in the rate of injuries, illness, and fatalities.

Outcome Goal	1.1	Reduce the number of workplace fatalities under AKOSH jurisdiction
Performance Goal:	1.1	Reduce the rate of workplace fatalities within AKOSH jurisdiction by at least 10% by the end of FY 2018 (five-year total)
Outcome Goal:	1.2	Reduce the number of worker injuries and illnesses in the construction industry by focusing compliance and consultation efforts on the causes of “caught in-between”, “struck by” and “falling” incidents
Performance Goal:	1.2	Reduce the overall rate of injuries and illnesses in the construction industry as determined by the number of <i>lost time</i> injuries and illnesses per hundred employees by at least 10% over the course of this plan (2% per year)

⁸ <http://laborstats.alaska.gov/injfatal/fatal.htm>, and AKOSH annual federal reports for FY2007 through FY 2011

Outcome Goal:	1.3	Reduce the number of worker injuries and illnesses in the transportation and warehousing industry by focusing compliance and consultation efforts on the causes of “struck by”, “falling”, and “caught in or between” incidents
Performance Goal:	1.3	Reduce the overall rate of injuries and illnesses in the transportation and warehousing industry as determined by the number of <i>lost time</i> injuries and illnesses per hundred employees by at least 10% over the course of this plan (2% per year)
Outcome Goal	1.4	Reduce the number of worker injuries and illness in the seafood processing industry by focusing compliance and consultation efforts on the causes of “caught in or between”, “pinching”, and “amputation” incidents
Performance Goal	1.4	Reduce the overall rate of injuries and illness in the seafood processing industry as determined by the number of <i>lost time</i> injuries and illnesses per hundred employees by at least 10% over the course of this plan (2% per year)
Outcome Goal	1.5	Respond effectively to legal mandates, so Alaskan workers are provided protection under the AKOSH Act
Performance Goal:	1.5.a	Initiate inspections of fatalities* and catastrophes* within one (1) working day and incidents of two or less hospitalizations* within seven (7) working days for 90% of occurrences
	1.5.b	Initiate investigations within one (1) working day or conduct inspections within seven (7) working days for 90% of formal complaints
	1.5.c	Resolve 75% of all discrimination cases within 90 Days
	1.5.d	Conduct at least 5% of overall enforcement inspections in public sector

**Definitions:*

1. *Fatality – incident resulting in the death of a worker under the jurisdiction of AKOSH*
2. *Catastrophe – incident resulting in the hospitalization of 3 or more workers*
3. *Hospitalization – incident requiring at least one overnight stay in the hospital*

Note: Investigations will be initiated as soon as conditions permit; but, when necessarily delayed due to weather or other travel restrictions beyond AKOSH control, they will be excluded from this measure.

Strategic Goal 2:

Promote a safety and health culture in the Alaskan workplace (both public and private sectors) through compliance assistance, cooperative programs, and consultation assistance.

A critical part of a safe and healthy workplace is a knowledgeable employer and employee. Both employers and employees must be involved in workplace safety for the State of Alaska to realize its goal of a safe and healthy working environment. To that end, AKOSH will engage in the following activities.

Outcome Goal:	2.1	Promote safety and health programs in the workplace
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- Performance Goal: 2.1.a Develop and deliver training to workers and employers in the construction industry that target the most likely causes of injuries, illnesses, and fatalities
- Performance Goal: 2.1.b Develop and deliver training to workers and employers in the transportation and warehousing industry that targets the most likely causes of injuries, illnesses, and fatalities
- Performance Goal: 2.1.c Develop and deliver training to workers and employers in the seafood processing industry that targets the most likely causes of injuries, illnesses, and fatalities
- Performance Goal: 2.1.d Develop and deliver training to workers and employers in the public sector that targets the most likely causes of injuries, illnesses and fatalities
- Outcome Goal: 2.2 Promote cooperative/partnership agreements and recognition programs as a means of lowering accident/fatality rates
- Performance Goal: 2.2.a Maintain at least 12 VPP sites over the course of the strategic plan.

Establish or maintain at least one partnership agreement in either construction, transportation/warehousing, seafood processing or the public sector in each year of the strategic plan period.

Strategic Goal 3:
Secure public confidence through excellence in the development and delivery of AKOSH programs and services.

As AKOSH refines its approach to service delivery and program development, staff training takes on a more important role. It also is important that AKOSH develop and implement the means to directly access the sources of data upon which this plan is dependent. To that end, AKOSH will engage in the following activities.

- Outcome Goal: 3.1 Ensure AKOSH staff is well trained and knowledgeable and is delivering services in a fair and consistent manner
- Performance Goal: 3.1.a Work with the OSHA Training Institute, Region X staff, and other sources to access training for compliance and consultation staff in basic and specialized subjects necessary to effectively carry out this plan
- Performance Goal: 3.1.b Conduct quarterly reviews of enforcement and consultation case files to evaluate the effectiveness and consistency of services

Implementation Strategies for Strategic Goals 1, 2 & 3

- Maintain a strong enforcement presence (1.1, 1.2, 1.3, 1.4,1.5 a-d)
 - ◆ Use the HHT and construction targeting system (AKCWST) to target businesses with high injury/fatality rates
 - ◆ Concentrate efforts on the main causes of injuries and fatalities as illustrated by Worker's Compensation Insurance and IMIS data.
- Target inspections using data-driven approaches to address hazards, industries, and occupations identified by AKOSH goals (1.1, 1.2, 1.3, 1.4, 1.5.a-d)
 - ◆ Apply Workers' Compensation injury/illness data and IMIS accident/fatality investigation data to effectively direct resources
- Coordinate AKOSH consultation and training strategies to impact the hazards and industries identified by AKOSH goals (2.1.a-d, 2.2.a-b)
 - ◆ Use the resources of the Consultation and Training section to target identified high hazard industries and the main causes of injuries and fatalities
 - ◆ Develop and deliver training specific to the construction industry and seafood processing industry with emphasis on the major causes of injuries, illnesses and fatalities
 - ◆ Develop targeted public service announcements/training materials
- Initiate proactive approaches to address the hazards identified by the strategic planning process (1.1, 1.2, 1.3, 2.1.a-d, 2.2.a-b)
 - ◆ Apply Workers' Compensation data and IMIS data to identify and target trends and changes in trends in injury/fatality statistics
 - ◆ Influence attitudes about workplace safety and health in Alaska through consultative outreach and training efforts and enforcement efforts to encourage employers to seek voluntary compliance measures
- Develop partnerships and other cooperative agreements with the intent of involving employers and employees in creating and maintaining a safe and healthy workplace (1.1, 1.2, 2.1.a-d, 2.2.a-b)
 - ◆ Use cooperative agreements and partnerships where appropriate to impact injury/fatality rates
 - ◆ Strive to create new partnerships and cooperative agreements with other industries
 - ◆ Continue to encourage participation in VPP and strategic partnership programs

- Continue to develop AKOSH employees' skills to ensure that officers are well trained and knowledgeable, and are delivering services in a fair, equitable and consistent manner (1.1, 1.2, 2.1.a-d, 2.2.a-b, 3.1.a)
 - ◆ Effectively implement AKOSH staff training programs under AKOSH PD 09-02
 - ◆ Ensure staff receive on-the-job and academic formal training commensurate with training policies, skill levels and personal development needs
- Develop and provide in-house training designed to target the goals of this plan. Make safety and health information and materials easily accessible to employers and workers (2.1.a-d, 2.2.a-b)
- Continue to market the VPP program to Alaska employers (2.2.a-d)
 - ◆ Participate in and maintain a booth at conferences and industry trade shows
 - ◆ Continue to work with existing VPP participants while promoting membership to other worksites
- Ensure worker participation opportunities in AKOSH on-site activities, including both enforcement inspections and consultation visits (2.1.a-d, 2.2.a-b)
- Continue to develop and disseminate occupational safety and health training and reference materials that address the needs of small business employers and employees (2.1.a-d, 2.2.a-b)

Maintain the flexibility to recognize and react to changes that impact the safety and health of the Alaskan worker. (All Goals)

Appendix A Measurement and Reporting

Strategic Goal 1: <i>Improve workplace safety and health in both the public and private sectors as evidenced by a reduction in the rate of injuries, illness, and fatalities.</i>				
Outcome Goal	Performance Goal	Indicator	Data Source	Comments
1.1 Reduce the number of workplace fatalities under AKOSH jurisdiction	1.1 Reduce the rate of workplace fatalities per 100,000 employees within AKOSH jurisdiction by at least 10% by the end of SFY 2018 (5 year total)	The annual and five year total number of workplace fatalities in AKOSH jurisdiction as compared to the average number of workplace fatalities under AKOSH jurisdiction for the previous 5-year period	IMIS fatality investigation counts <i>Baseline: 1.8 fatalities per 100,000 employees. The average annual number of fatalities from July 1, 2009 through June 30, 2013, expressed as a rate per 100,000 employees.</i>	The baseline for this goal will be determined by the annual average of fatalities in AKOSH jurisdiction from calendar year 2007 through calendar year 2011 (average of 6), divided by the average number of employees in FY 2012 (333,541). The result was multiplied by 100,000 to establish the rate of 1.8.
1.2 Reduce the number of worker injuries and illnesses in the construction industry by focusing compliance, consultation, and outreach efforts on the causes of “struck by” and “falling” incidents	1.2 Reduce the overall rate of lost time injuries and illness in construction as determined by the number of injuries and illnesses per hundred employees by at least 10%	Percent change in injuries and illnesses compared to number of workers in construction	Injury/illness data: Alaska State Workers Compensation loss time claims Employment data: Alaska State Department of Labor and Workforce Development. <i>Baseline: As reported on the final fourth quarter FY 2018 annual report as the overall rate of lost time injuries and illnesses in:</i> <i>1.2 construction</i> <i>1.3 transportation and warehousing</i> <i>1.4 seafood processing</i> <i>1.5 Public Sector</i>	AKOSH will report the results of this goal in the annual report using data from Workers’ Compensation for each industry.
1.3 Reduce the number of worker injuries and illnesses in the transportation and warehousing industry by focusing compliance, consultation, and promotional efforts on the causes of “struck by”, “falling”, and “caught in or between” incidents	1.3 Reduce the overall rate of lost time injuries and illnesses in the transportation and warehousing industry per hundred employees by at least 10%	Percent change in overall injury and illness rate in the transportation and warehousing industry		
1.4 Reduce the number of worker injuries and illnesses in the seafood processing industry by focusing compliance, consultation, and promotional efforts on the causes of “caught in or between”, “pinching”, and “amputation” incidents	1.4 Reduce the overall rate of lost time injuries and illnesses in the seafood processing industry per hundred employees by 10%	Percent change in overall injury and illness rate in the seafood processing industry		

Strategic Goal 1: (continued)

Outcome Goal	Performance Goal	Indicator	Data Source	Comments
<p>1.5 Respond effectively to legal mandates, so Alaskan workers are provided protection under the AKOSH Act</p>	<p>1.5.a Initiate inspections of fatalities and catastrophes within one (1) working day and other reportable incidents of two or less hospitalizations within seven (7) working days for 90% of occurrences.</p>	<p>Percent of FAT/CAT with inspections initiated within 1 day for fatalities and incidents of 3 or more hospitalizations and within 7 working days for incidents of 2 or less hospitalizations</p>	<p>FAT/CAT reports from NCR or OIS</p>	<p>NOTE: Inspections will be initiated as soon as conditions permit; but, when necessarily delayed due to weather or other travel restrictions, they will be excluded from this measure.</p>
	<p>1.5.b Initiate investigations within one (1) working day or conduct inspections within seven (7) working days for 90% of formal complaints</p>	<p>Percent of formal complaint investigations initiated within 1 working day and inspections within 7 working days</p>	<p>NCR/IMIS or OIS reports</p>	
	<p>1.5.c Resolve 75% of all discrimination cases within 90 days</p>	<p>Percent of discrimination cases resolved within 90 days</p>	<p>NCR/IMIS or OIS reports</p>	
	<p>1.5.d Conduct at least 5% of overall enforcement inspections in public sector</p>	<p>Percent of enforcement inspections in public sector</p>	<p>NCR/IMIS or OIS reports</p>	

Strategic Goal 2: Promote a safety and health culture in the Alaskan workplace through compliance assistance, cooperative programs, and consultation assistance.

Outcome Goal	Performance Goal	Indicator	Data Source	Comments
2.1 Promote safety and health programs in the workplace	2.1.a Develop and deliver training to workers and employers in the construction industry that target the most likely causes of injuries, illnesses, and fatalities	Number of outreach and training visits in the construction industry	IMIS or OIS reports	<i>Annual goal for 2.1.a, 2.1.b, 2.1.c & 2.1.d combined: <u>2000</u> employees from <u>all</u> NAICS trained per year</i>
	2.1.b Develop and deliver training to workers and employers in the transportation and warehousing industry that targets the most likely causes of injuries, illnesses, and fatalities	Number of outreach and training visits in the transportation and warehousing industry	IMIS or OIS reports	
	2.1.c Develop and deliver training to workers and employers in the seafood processing industry that target the most likely causes of injuries, illnesses, and fatalities	Number of outreach and training visits in the seafood production industry	IMIS or OIS reports	
	2.1.d Develop and deliver training to workers and employers in the public sector that targets the most likely causes of injuries, illnesses and fatalities	Number of Training visits in the public sector	IMIS or OIS reports	
2.2 Promote cooperative/ partnership agreements and recognition programs as a means of lowering accident/fatality rates	2.2.a Maintain at least 12 VPP sites over the course of this plan	Number of VPP site participants	AKOSH Annual Report <i>Baseline: 12 VPP sites</i>	

Strategic Goal 2: (continued)				
Outcome Goal	Performance Goal	Indicator	Data Source	Comments
	2.2.b Establish or maintain at least one partnership agreement in either construction, transportation and warehousing, seafood processing or the public sector in each year of the strategic plan period.	Number of partnership agreements in construction, transportation/warehousing, seafood processing or the public sector	AKOSH Annual Report <i>Baseline: At least one partnership agreement in each year of the strategic plan</i>	

Strategic Goal 3: <i>Secure public confidence through excellence in the development and delivery of AKOSH programs and services.</i>				
Outcome Goal	Performance Goal	Indicator	Data Source	Comments
3.1 Ensure AKOSH staff is well trained and knowledgeable and are delivering services in a fair and consistent manner	3.1.a Work with the OSHA Training Institute and Region X staff and other sources to access training for compliance and consultation staff in basic and specialized subjects necessary to effectively carry out this plan	Number of staff trained and type of training received	IMIS/OIS/Report from the Chief for Consultation and Training/AKOSH annual report	AKOSH Training Officer report
	3.1.b Conduct quarterly reviews of enforcement and consultation case files to evaluate the effectiveness and consistency of services	Number of case files reviewed	Reports from federal OSHA	AKOSH Quarterly and Annual Report