

U.S. Department of Labor
Strategic Plan
Fiscal Years 2014-2018



U.S. Department of Labor
Thomas E. Perez, Secretary of Labor

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Secretary's Message



For 100 years, the Labor Department has been central to safeguarding and expanding the American dream for working families. As the first Secretary of the Department's second century, I focus every day on creating more opportunity for more people. The Department of Labor is in the opportunity business. Through the laws and regulations we enforce, the grants we make, and the partnerships we forge, we will expand access to opportunity for America's workers and their employers. In the coming years, the Department will play a critical role in President Obama's effort to build an economy of opportunity, where all Americans who work hard and act responsibly have the opportunity to reach and remain in the middle class.

That means more opportunity for workers to acquire the skills they need to succeed, more opportunity for businesses to grow by having access to skilled workers, more opportunity to earn a fair day's pay for a fair day's work, more opportunity for workers and employers to compete on a level playing field, more opportunity for our veterans to thrive in the civilian economy, more opportunity for people with disabilities to contribute productively to the workforce, more opportunity to retire with dignity and peace of mind, and more opportunity for people to work in a safe environment and with the full protection of our anti-discrimination laws.

The best way to promote and protect opportunity is through collaboration, consensus-building and pragmatic problem-solving that achieve common sense solutions for American workers and their employers. Throughout nearly 30 years in public service, I have approached tough challenges by making room for as many people as possible around the table in search of common sense solutions.

I categorically reject the idea that the Labor Department must choose between pro-worker and pro-business policies. It's a false choice, and we can and must work together on policy solutions that promote and protect opportunity for both. Job creation and job safety are not mutually exclusive or inherently in conflict, and neither are worker rights and free enterprise. These can and must go hand-in-hand. My Labor Department will work towards opportunity for everyone.

I am proud to be your Labor Secretary at such a pivotal moment for working people, our economy and the nation. I look forward to carrying on the great work of the U.S. Department of Labor, executing a mission that is as important as ever.

I am honored to submit the first DOL Strategic Plan under my tenure. I urge you to review our goals and objectives, and to join us in *promoting and protecting opportunity for all* workers and their employers.

THOMAS E. PEREZ
Secretary of Labor

Introduction

“I will lay out my ideas for how we build on the cornerstones of what it means to be middle class in America, and what it takes to work your way into the middle class in America. Job security, with good wages and durable industries. A good education. A home to call your own. Affordable health care when you get sick. A secure retirement even if you’re not rich. Reducing poverty and inequality. Growing prosperity and opportunity.”

**President Barack Obama
July 24, 2013
Knox College, Illinois**

In 2013, the Labor Department marked its 100th anniversary. In March 1913, the Department first opened its doors to – in the words of its charter – “foster, promote and develop the welfare of working people, to improve their working conditions, and to enhance their opportunities for profitable employment.” More than ever before, Americans today depend on the Department to fulfill this historic mission. Millions of Americans are contending with twin challenges: recovery from the worst recession in most of our lifetimes and income inequality that has grown increasingly over the last three decades.

These Americans are more than just statistics in newspaper stories. They are mothers trying to put food on the table, or young adults trying to break into the workforce. They are women trying to achieve economic parity with men. They are immigrant workers trying to learn to speak and read English so they can compete in the workforce. They are middle-aged, displaced workers trying to gain new skills for the modern economy, or transitioning service members trying to take what they’ve learned protecting our Nation and put it to use here at home. They are people with disabilities, the long-term unemployed and others all too frequently left behind. They are the backbone of our nation, the people who populate our workforce and propel our nation forward, and they’re looking for nothing more than the simple opportunity to succeed. It is because of these Americans – and millions more who work to support their families every day – that the Department’s mission remains more relevant now than ever before.

The Department must mitigate the lingering effects of the recession that struck in 2007 and hasten our economy’s recovery. Left unchecked, the recession’s aftereffects could include lower wages for a generation of workers: young people who do not get an appropriate first job or attach to the labor market; millions of long-term unemployed whose skills atrophy and, depending upon age, retire prematurely; and displaced workers who cannot find a job commensurate with their skill levels and abilities.

But we must also promote policies that narrow income inequality. Since 1979, the wages of workers with post-secondary education have pulled away from those of the less educated, and for those with post-secondary education, the wages of the better paid have pulled

away from those of the less well paid. Wages of the top 10 percent of workers have risen greatly, wages of the next 30 percent of workers have risen more modestly, while wages of other workers have stagnated or even declined. These wage declines have been concentrated among men. In fact, men that represent the lower half of male earners receive less per hour now than in 1979. Increased wage inequality translates to increased household income inequality, which in turn threatens intergenerational consequences: research shows that the more a country's household income inequality increases, the more a child's opportunity is tied to the success achieved by his or her parents.

Under Secretary Tom Perez, the Department of Labor will be the *Department of Opportunity*. His vision is to provide opportunity for good, middle class jobs for all who want to work, regardless of family background. Realization of this vision requires countering the forces of unemployment and downward wage pressure. As this strategic plan outlines, the strategies the Department will use to realize Secretary Perez's vision range from job training that provides the skills needed to succeed in 21st century jobs, to efforts to secure worker health, safety, and income through to retirement. The goals outlined in this Strategic Plan will drive the work of the Department's employees each and every day.

Promoting and Protecting Opportunity

Promoting and Protecting Opportunity: Investing in the Nation's Workforce

The truest measure of America's economic success is widely shared prosperity and the opportunity to succeed for those willing to work hard and play by the rules. The rise in income inequality and decades of flat or declining real wages for many workers is making this shared prosperity increasingly difficult to achieve even when the economy as a whole is growing. The American economy grows best when it grows not from the top down, but from the middle out, with the middle class as America's engine of economic growth. A well-established way to resist this pressure is to increase the skills of affected workers. While there is a wide dispersion of wages among workers of any given level of education and training, on average earnings do rise considerably with increased education and training. This is why the Labor Department's role in the training and employment of adults and youth is essential.

The Labor Department's Employment and Training Administration and Veterans' Employment and Training Service will therefore continue to build a job driven workforce investment system that works closely with job seekers while also partnering with economic development, education, and business service providers in order to address the needs of businesses in finding and retaining qualified candidates. The Employment and Training Administration is on the leading edge of skills development as the Federal government's chief workforce office. Working with state and local partners to ensure their efforts address local realities, the Employment and Training Administration plays a critical role in expanding opportunity by helping individuals gain the skills they need to build meaningful careers, and helping to ensure those skills are the ones our employers need to grow and thrive. The Veterans' Employment and Training Service is the Federal government's leader on issues of veteran employment, and will work to protect and expand the opportunity for our Nation's veterans and their families to acquire the skills they need to succeed in middle class jobs.

Promoting and Protecting Opportunity: Establishing a Fair and Level Playing Field for American Workers

America's working men and women deserve the opportunity to provide for their families by earning a fair day's pay for a fair day's work, and to do so without unnecessary risk to their health and safety. The Department must work harder than ever to provide this opportunity, as the same forces that lead to wage inequality also lead to differences in other job characteristics, such as benefits and working conditions. Furthermore, the general divergence of wages makes it more difficult for historically disadvantaged groups to bridge the wage gap. Various Department agencies address these issues by enforcing health and safety standards, protecting the minimum wage and overtime pay, monitoring health and retirement benefits, and fostering the progress of historically underpaid groups.

The Office of Federal Contract Compliance Programs and the Women's Bureau promote equity in the workplace. The Office of Disability Employment Policy promotes equal employment opportunity for people with disabilities. The Occupational Safety and Health Administration and Mine Safety and Health Administration help reduce illnesses, injuries, and fatalities and protect the opportunity of American workers to safely and securely earn a fair day's pay. The Employee Benefits Security Administration secures hundreds of millions of dollars in retirement and health benefits, giving Americans the opportunity to work and retire with dignity. The Wage and Hour Division secures the opportunity of American workers' to earn a fair day's pay for a fair day's work. The Bureau of International Labor Affairs provides the opportunity for American workers and employers to compete in a fairer global marketplace by advancing acceptable work conditions and respect for worker rights in the global economy. The Office of Labor-Management Standards promotes union accountability, transparency, and democracy.

Promoting and Protecting Opportunity: Providing Benefits and Income Security that Keep Workers in the Middle Class

Workplace benefits provide that workers have the opportunity to enter and remain in the middle class, even if they face a health care challenge, retire from their jobs, or experience a workplace accident or illness. Whether its health insurance, unemployment insurance, workers' compensation, or retirement benefits, the Labor Department protects the benefits that are essential to America's middle class. The Employment and Training Administration, through the Unemployment Insurance Federal-State partnership, also maintains a strong and viable benefits system. By promoting timely, temporary income support while facilitating and expediting the reemployment of unemployed workers, the Labor Department provides that a temporary gap in employment does not affect the middle class livelihood that American workers have earned.

As a result of job-related injury or illness, workers often face devastating economic, health, employment, and quality of life issues. These issues arise from the loss of livelihood and career status, interruption of income while out of work, prolonged need for ongoing medical care, and the challenge of obtaining employment and demonstrating work capacity after a permanent disability. The Office of Workers' Compensation Programs provides benefits systems for injured or ill workers that include monetary compensation for injury or illness, wage replacement, medical treatment, and vocational rehabilitation,

all of which allow American workers the opportunity to get back on their feet and reenter the workforce without unnecessary detriment to their family and livelihood.

Conclusion

Putting Americans back to work in well-paying positions is job number one, but we also must do more to promote opportunity to grow the American economy for the benefit of all our citizens. America prospers when we're all in it together; when hard work pays off and responsibility is rewarded; when everyone, from Main Street to Wall Street, does their fair share, plays by the same rules, and enjoys the same opportunity to succeed.

The Administration is building an economy of opportunity, where all Americans who work hard and act responsibly have the opportunity to reach and remain in the middle class. Under Secretary Tom Perez, the Labor Department will play a critical role in that effort.

The Department of Labor is the *Department of Opportunity*. From job training that provides American workers with the skills they need to succeed in 21st century jobs, to our efforts to protect the health, safety, and earnings of American workers and retirees, the Department of Labor protects and promotes the very opportunity on which America is built; this Strategic Plan details that work.

Strategic Plan Overview

This chapter details how the DOL Strategic Plan (the Plan) performance measures support the goals. This chapter also explains the approaches the Department will use to evaluate results. The plan's performance measures allow agencies to assess strategies and progress toward the broader strategic objectives. Additionally, the Department evaluates results by placing increased emphasis on linking outputs – the goods or services an agency produces – to outcomes – the ultimate goals and desired results for the workers each agency serves.

Strategic Plan Goal Framework and Organization

This Strategic Plan meets the requirements of the Government Performance and Results Act (GPRA) and the GPRA Modernization Act and is the foundation for the Department's planning and budgeting activities. The Department's strategic goal framework is comprised of four key elements: strategic goals, strategic objectives, performance goals, and performance measures. The Secretary's vision guides all the goals and performance measures in the Strategic Plan.

The Plan's five strategic goals serve as a narrative umbrella covering strategic objectives. The Department's 10 strategic objectives represent DOL's core values and the necessary components supporting the Secretary's vision of *promoting and protecting opportunity*. Agencies group their measures under a performance goal that describes their unique contribution to the Department's strategic objectives. The performance measures support the strategic objectives, are agency-specific and link each agency's performance to one or more objectives.

SECRETARY'S VISION: PROMOTING AND PROTECTING OPPORTUNITY

STRATEGIC GOALS

Prepare workers for better jobs	Improve workplace safety and health	Promote fair and high-quality work environments	Secure retirement, health, and other employee benefits and, for those not working, provide income security	Produce timely and accurate data on the economic conditions of workers and their families
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STRATEGIC OBJECTIVES

<p>Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.</p> <p>Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.</p> <p>Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.</p>	<p>Secure safe and healthy workplaces, particularly in high-risk industries</p>	<p>Break down barriers to fair and diverse workplaces and narrow wage and income inequality.</p> <p>Protect workers' rights.</p> <p>Secure wages and overtime.</p>	<p>Provide income support when work is impossible or unavailable and facilitate return to work.</p> <p>Improve health benefits and retirement security for all workers.</p>	<p>Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.</p>
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PERFORMANCE GOALS AND MEASURES



STRATEGIC GOALS



The Department also contributes to Cross-Agency Priority Goals. Cross-Agency Priority Goals are outcome-oriented goals where increased cross-agency coordination on priority areas is likely to improve progress. Per the GPRA Modernization Act requirement to address Cross-Agency Priority Goals in the agency strategic plan, the annual performance plan, and the annual performance report, please refer to www.Performance.gov for more on the agency's contributions to those goals and progress, where applicable.

The strategic goal chapters in the Plan are followed by a discussion of broad, external factors that could affect achievement of the strategic objectives, including economic, demographic, social, and environmental factors. The Plan also discusses how the Department is using evidence to determine its effectiveness in carrying out its mission. Lastly, the Appendices provide information for reference, including a description of the Department’s stakeholder outreach effort supporting this Plan.

Performance Measures

In FY 2014-2018, the Department will use outcome and output measures to gauge progress toward achieving its mission, goals and objectives – and the Secretary’s vision of *promoting and protecting opportunity*.

Output measures describe the level or speed of activity that will be carried out in a specified period by each agency; for example, the number of investigations a worker protection agency completes or how many workers receive DOL-funded employment skills training.

Outcome measures describe the effect of the agencies’ activities on the day-to-day lives of working families – their wages, working hours, benefits, workplace safety and health, and equal employment opportunity, among others. These are important measures, whose results are driven by DOL programs as well as economic trends and other external factors. While results for outcome measures normally take a longer period of time to collect than output measures, the information they provide is a better indication of the Department’s effect on the lives of American workers.

To facilitate the assessment of the Department’s progress toward the strategic goals and objectives, DOL agencies are organized into five categories:

Employment and Training
Employment and Training Administration (ETA)
Veterans’ Employment and Training Service (VETS)
Worker Protection
Employee Benefits Security Administration (EBSA)
Mine Safety and Health Administration (MSHA)
Office of Federal Contract Compliance Programs (OFCCP)
Office of Labor-Management Standards (OLMS)
Occupational Safety and Health Administration (OSHA)
Wage and Hour Division (WHD)
Policy
Bureau of International Labor Affairs (ILAB)
Office of Disability Employment Policy (ODEP)
Women’s Bureau (WB)
Statistics
Bureau of Labor Statistics (BLS)
Benefits
Federal-State Unemployment Insurance (UI) System (administered by ETA)
Office of Workers’ Compensation Programs (OWCP)
<i>In addition to these agencies and programs, the Department’s mission is supported by administrative, policy, legal, public affairs, and congressional liaison offices.</i>

Performance measures and methods supporting each of these categories are discussed in this chapter. These methods for evaluating results underpin the performance measures presented in each of the Plan's five strategic goal chapters. The Department's organizational chart is located in the Appendices.

Employment and Training

The Department's employment and training programs are measured by the results they achieve for participants such as entered employment rate, employment retention rate, and average six-month earnings. However, as further described in the External Factors section, the performance of the Department's employment and training programs depends on both program activities and the Nation's economic conditions. The 2008 Recession underscored the need to account for the impact of economic conditions in setting national performance targets for Federal job training program common measures (entered employment rate, employment retention rate, and average six-month earnings).¹ Therefore, the Department uses statistical models to predict variations in performance for employment and training programs resulting from the business cycle. ETA and VETS began using the regression model in Program Year (PY) 2009 as one factor in setting targets for outcome measures. More details on the model are included in Appendix 5.

Worker Protection

The Department's worker protection agencies have responsibilities in the areas of retirement and health benefits, wages and hours, healthy and safe workplaces, work-family balance, discrimination and equal employment opportunity, and unions' elections and financial reporting. Each agency carries out its enforcement responsibilities through a combination of investigations, compliance assistance, and outreach.

For worker protection agencies, however, measuring the effect of only those investigations, inspections, or audits provides a very limited view of whether an agency is fulfilling its mission. With the exception of MSHA,² worker protection agencies investigate only a fraction of the entities they regulate. Measuring the success of those few interventions alone provides little insight into the agencies' impact on levels of overall compliance. So, worker protection agencies are implementing strategies aimed at promoting compliance for all regulated entities not just those directly impacted. DOL is also using data analysis and evaluations to assess the effectiveness of these strategies.

Most of the worker protection performance measures include numeric performance targets, with the exception of outcome measures that assess rates of compliance. For these measures, DOL will use trend analysis and evaluation (i.e., increase in compliance rates

¹ The common measures enable comparisons to be made among employment and job training programs that share similar core purposes. The entered employment rate is the percent of participants employed in the first quarter after program exit; employment retention rate is the percent of participants employed in the first quarter after exit still employed in the second and third quarters after exit; and average earnings are the average earnings in the second and third quarters after exit. A higher entered employment rate each year indicates greater success in placing individuals in jobs. A higher retention rate each year indicates greater employment stability. Increased average earnings indicate that participants are getting better jobs at higher wages. Data on participant outcomes and attributes are reported quarterly; unemployment rates are obtained at the local Workforce Investment Board level from BLS. More information about the common measures can be found at www.doleta.gov/performance/guidance/tools_commonmeasures.cfm.

² MSHA is required by statute to inspect each underground mine four times annually and each surface mine twice annually.

or decrease in discrimination rates) to determine whether strategies and activities are influencing employers' compliant behavior.

Policy

While DOL is broadly focused on promoting the employment rights and opportunities of all workers, the policy agencies develop and promote policies that benefit particular populations. ODEP, the Women's Bureau, and ILAB focus on workers with disabilities, women in the labor force, and workers around the world, respectively.

The policy agencies develop and promote policies and effective practices aimed at breaking down barriers to fair and diverse workplaces, narrowing wage and income inequality, and fostering acceptable work conditions in the global economy. The policy agencies rely on a combination of partnerships, collaborations, and technical assistance to accomplish the adoption and implementation of policies and effective practices that will lead to the achievement of results such as increased employment rates for people with disabilities. Policy agencies' performance measures focus on the development, adoption, and implementation of those policies. Through evaluation, policy agencies will work to link their policies to outcome data. This will evaluate whether they contributed to the achievement of strategic objectives through the network of partners upon which they rely to carry out their respective missions.

Benefits

Workers and policymakers care about how quickly and accurately benefit agencies determine eligibility and begin payments to recipients. Measures in these areas focus on timeliness and on the quality of the determination processes to provide that the programs work as policymakers intended, to support workers. Monitoring that beneficiaries meet program requirements is another important aspect of these programs.

The two largest benefits programs within DOL are OWCP and the Federal-State Unemployment Insurance (UI) system administered by the States with oversight from ETA. OWCP regularly reviews its performance measures to determine whether optimal levels of performance – that is, quality and timeliness – have been reached and sustained. When those goals have been achieved, OWCP replaces those measures to focus on new areas for improvement. The UI system uses a similar approach in measuring efficiency and outcomes of States' administrative operations. For both workers and employers, success is measured by timely payment of benefits; recovery of overpayments; prompt determination of new employers' tax liabilities; and reemployment of claimants.

Two programs in ETA – the Office of Foreign Labor Certification and the Trade Adjustment Assistance program – similarly review and render decisions on applications. Both programs are measuring the timeliness and quality of their review processes.

Statistics

In line with the Interagency Council on Statistical Policy's *Guidelines for Reporting Performance by Statistical Agencies*, the Department's statistical agency, BLS, measures accuracy, timeliness, relevance, dissemination, and mission achievement. The Interagency Council on Statistical Policy defines these attributes as key measures of product quality for statistical agencies. BLS will report on these elements for major program areas.

Results Analysis

The outcome measures identified in this Plan enable the agencies to see how they are improving the lives of American workers. By establishing and reporting against outcome measures, and through the work of the Chief Evaluation Office, DOL is testing the assumptions connecting strategies to outcomes. Performance measurement and analysis are central to the efficient management of the Department, enabling data-driven decision-making on strategies and investments.

Overview of Performance Measures Tables

DOL performance measure tables contain the performance measure text and corresponding results and targets. The following list provides additional background on the format and the presentation of information in these tables.

- **FY 2018 Targets.** The performance measure tables provide the targeted levels of improvement between a baseline or result year and FY 2018. Agencies have provided a best estimate of an FY 2018 target where practical. For those agencies establishing baselines during the timeframe of the Strategic Plan, targets are to be determined (TBD). DOL has not required agencies to establish an FY 2018 target without baseline data.
- **Results Data.** Some performance measures in the Plan are existing GPRA measures or have prior-year data available as a result of internal monitoring. Where available, FY 2011-2013 and PY 2011-2012 results have been provided. In all other cases, table cells are shaded for data that is not available for prior years. Baseline years are noted in the year where data will first be reported.
- **FY Annual Targets FY 2014-2018.** Agencies will establish annual targets for the interim years – the years between the baseline/prior-year result and the FY 2018 target – through the budget development process. For example, the FY 2016 targets will be published in the FY 2016 DOL Congressional Budget Justification. For those agencies not setting annual targets, they will simply report the results of their measures – the FY 2015-2018 columns will include one of two phrases, “targeted increase,” or “targeted decrease.”

Additional agencies support and/or contribute to the strategic objectives, but do not have dedicated performance measures for these objectives. Historical data, as well as previously reported performance measures, is available at www.dol.gov/dol/aboutdol/main.htm, which contains the Department’s budget, performance, and planning documents.

Strategic Goals

The Department of Labor has developed a strategic goal framework comprised of five strategic goals that thematically organize the Department's complementary strategic objectives and performance measures. These strategic goals support the Secretary's vision of *promoting and protecting opportunity*, and represent the Department's core values. The performance measures discussed in the Strategic Plan Overview support the 10 strategic objectives that link each DOL agency's performance to one or more of the five strategic goals. The measures assure that the Department of Labor is held accountable and quantifies its role as the *Department of Opportunity*.

The most important aspect of this *FY 2014-2018 Strategic Plan* is the Department's commitment to measuring outcomes that describe the effect of DOL agencies' activities on the promotion and expansion of opportunity for American workers – their wages, working hours, benefits, work-life balance, workplace safety and health, and equal employment opportunity, to name just a few. While planning and monitoring outputs are necessary for resource and program management, agencies must use both sets of performance measures – outcomes and outputs – to assess their progress toward the Department's mission. If agencies are doing their jobs properly, and are appropriately taking into account the effects of external factors, producing outputs in a sufficient quantity should produce the outcomes that contribute to the Department's five strategic goals and the Secretary's vision for the Labor Department as the *Department of Opportunity*.

Strategic Goal 1 is to *prepare workers for better jobs*. This goal focuses the Department on ensuring that the opportunity for economic prosperity is shared by those willing to work hard enough to earn it. There are no better ways to expand opportunity than to give American workers the skills they need and to expand worker protections to other nations around the world – providing workers and employers a level playing field to compete in a global economy. Three Strategic Objectives support this goal, representing the dimensions on which we must succeed to prepare workers for better jobs:

- Strategic Objective 1.1 is to *advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships*. The Employment and Training Administration and the Veterans' Employment and Training Service support this objective, through programs that focus on ensuring that training and other services provide workers the opportunity to make a living wage in jobs with long-term viability. This Objective reflects the Department's commitment to creating a demand-driven workforce system that is responsive to the needs of employers and workers alike.
- Strategic Objective 1.2 commits the Department to *provide marketable skills and knowledge to increase workers' income and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system*. The Employment and Training Administration (ETA) leads the Department's efforts to leverage Federal, State, local, union, and private sector resources to promote their employment opportunities. ETA's programs provide funding that increase skills and gainful employment for adults, dislocated workers, and youth. In an era of shrinking

government budgets, the Department works with its partners to ensure that Federal dollars promote these opportunities, particularly in industries with long-term growth potential.

- Strategic Objective 1.3 is to *advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations*. The Bureau of International Labor Affairs supports this Objective by improving working conditions, raising living standards, protecting workers' ability to exercise their rights – ensuring that workers around the world have the opportunity to share in the benefits of the global economy and American workers have the opportunity to compete on a level playing field.

Strategic Goal 2 is to *improve workplace safety and health*. America's working men and women deserve the opportunity to provide for their families without unnecessary risk to their health or safety. The overwhelming majority of employers value worker safety, and those responsible employers should also have the opportunity to compete on a level playing field where everyone has to play by the same rules. One Strategic Objective supports this goal:

- Strategic Objective 2.1, *secure safe and healthy workplaces, particularly in high-risk industries*, covers the efforts of the Occupational Safety and Health Administration (OSHA) and the Mine Safety and Health Administration (MSHA) to protect the safety and lives of workers. Both OSHA and MSHA focus on rigorous enforcement and stakeholder engagement to provide all workers with the opportunity to work in a safe and healthy environment and don't have to sacrifice their lives for their livelihood.

Strategic Goal 3 is to *promote fair and high-quality work environments*. The Secretary's vision of opportunity extends to all workers, regardless of race, sex, ethnicity, or disability status. This vision includes the opportunity for all workers to assert their rights under the law without fear of retaliation or diminished future job prospects, and to make sure people receive the wages they earn. Three Strategic Objectives support this goal:

- Strategic Objective 3.1 aims to *break down barriers to fair and diverse workplaces and narrow wage and income inequality*. Unfortunately, persons with disabilities, women, veterans, and ethnic or racial minority groups have historically had fewer opportunities in the Nation's workplaces. The Office of Federal Contractor Compliance Programs (OFCCP) aims to shape a Federal contracting workforce that better reflects the diversity of the Nation and offers equal employment opportunities by enforcing existing regulations and strategically engaging stakeholders.

The Women's Bureau and the Office of Disability Employment Policy (ODEP) are policy agencies dedicated to breaking down the barriers to fair and diverse workplaces and to narrowing wage inequality. ODEP provides assistance and information on best practices, promoting policies in workplaces that reduce barriers to work and reemployment for those with disabilities. The Women's Bureau promotes the implementation of policies that further opportunity for equality and economic security for working women and their families.

- Strategic Objective 3.2 is to *protect workers' rights*. Workers deserve the right to a voice in the work place, the right to call attention to unsafe, unhealthful, or unfair treatment, and the opportunity to assert those rights. MSHA and OSHA protect workers' right to report unsafe conditions and the opportunity to do so without fear of retaliation through whistleblower protection programs. The Wage and Hour Division (WHD) protects workers' rights by providing workers with the opportunity to fulfill family obligations and return to work without penalties under the Family and Medical Leave Act. The Office of Labor-Management Standards (OLMS) protects workers' rights by ensuring fair union elections and practices by union officials.
- Strategic Objective 3.3 is to *secure wages and overtime*, and it captures the Department's efforts to protect the opportunity of workers to earn a fair day's pay for a fair day's work, and that employers who play by the rules have the opportunity to compete on a level playing field. The Wage and Hour Division supports this Objective by administering and enforcing laws that establish the minimum standards for wages and working conditions in the United States. The Employment and Training Administration secures the wages of U.S. workers by certifying that employers who wish to hire foreign workers have tried to hire U.S. citizens first, and that when foreign citizens workers are employed, their wages do not have adverse effects on the wages of U.S. workers.

Strategic Goal 4 is to *secure retirement, health, and other employee benefits and, for those not working, provide income security*. Workplace benefits are vital to *protecting and promoting opportunity*. They ensure that workers can remain in the middle class if they face a health care challenge, retire from their jobs, or experience a workplace accident or illness. Whether health insurance, unemployment insurance, workers' compensation, or retirement benefits, the Labor Department protects the benefits that are essential to America's middle class. Two Strategic Objectives support this goal:

- Strategic Objective 4.1 aims to *provide income support when work is impossible or unavailable and facilitate return to work*. Through the Unemployment Insurance Program (a Federal-State partnership), ETA provides assistance to workers seeking employment as well as temporary income support. Similarly, for injured or ill Federal employees and other specific groups, the Office of Workers' Compensation Programs aims to provide income support and a path back to work for those able to take advantage of the opportunity.
- Strategic Objective 4.2 is to *improve health benefits and retirement security for all workers*. The Employee Benefits Security Administration (EBSA) plays the lead role in this objective. Through enforcement and stakeholder education, EBSA protects the opportunity of America's workers to enjoy the benefits they've earned as a result of their labor. These benefits and the opportunity to access them are often not adequately secure. They are threatened by factors including misconduct or conflicts of interest by plan administrators, excessive fees, and improper denial of benefits.

Strategic Goal 5 is to *produce timely and accurate data on the economic conditions of workers and their families*. The Bureau of Labor Statistics (BLS) helps realize the Department's vision of *promoting and protecting opportunity* by providing sound and impartial information on labor market activity, working conditions, and price changes in the economy. These data guide and inform policy and investment decisions that lead to the creation of jobs and economic growth. One Strategic Objective supports this goal:

- Strategic Objective 5.1 is to *provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans*. BLS strives to meet the information needs of a rapidly changing U.S. and global economy by continuously improving its products and services, maintaining rigorous quality and timeliness standards, investing in its workforce, and modernizing its business processes.

Strategic Goal 1

Prepare workers for better jobs

Preparing workers for better jobs is fundamental to enacting the Secretary's vision of *promoting and protecting opportunity*. Investing in workers and empowering them to earn the skills they need to succeed in durable, sustainable careers is one way the Labor Department contributes to President Obama's plan to rebuild the middle class. To grow the economy from the middle out, workers need the opportunity to equip themselves with the right competencies and employers need access to a skilled domestic workforce required to compete in a 21st century global economy. While the Department serves all workers, it maintains a focus on the hardest to serve populations, assuring that these groups expand their economic opportunities and do not get left behind.

Strategic Goal 1 encompasses three supporting strategic objectives:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
- 1.3 Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.

Three agencies within the Labor Department shoulder the primary responsibilities for Strategic Goal 1, preparing workers for better jobs and ensuring a level playing field. The Employment and Training Administration (ETA) is responsible for providing opportunity for workers and job seekers to attain the skills and training they need to succeed in a recovering economy. The Veterans' Employment and Training Service (VETS) provides training and transition programs that increase the opportunity of veterans to transition successfully to a civilian workforce. The agency works collaboratively with ETA to ensure veterans receive enhanced services at one of the 2,600 American Jobs Centers around the country, and undertakes a series of programs specifically designed to meet the needs of veterans transitioning to the civilian workforce. In addition, VETS protects the employment and reemployment rights of service members under the Uniformed Services Employment and Reemployment Rights Act of 1994 (USERRA). Finally, the Bureau of International Labor Affairs (ILAB) protects opportunities for American businesses and workers to compete on a level playing field internationally, by working to improve worker rights and livelihoods for vulnerable populations across the globe.

Strategic Objective 1.1 – Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.

Strategic Objective 1.1 is a cornerstone of the Secretary's vision of *promoting and protecting opportunity*. The Labor Department can only successfully provide opportunities for workers and job seekers to gain the skills they need by utilizing proven training models, funding rigorous evaluation to test the effectiveness of various programs, and increasing employer engagement and partnership in the development and execution of training curricula. In today's knowledge-based, global economy, the input of businesses and employers is critical to ensure that training programs are up-to-date, that they are tailored so graduates learn relevant skills and attain useful credentials, and that training efforts are closely intertwined with regional economic development strategies.

Through ETA and VETS, the Labor Department will equip working and middle class families with the skills needed to succeed in 21st century careers. ETA and VETS will continue – and where possible, expand – their collaborative work with businesses and associations, training providers, and other stakeholders to increase employment in growth industries, and support rising wages through skill attainment. Requiring the engagement of local businesses and associations in training development ensures that programs are aligned with regional needs, and can move low-wage workers into pathways to middle class careers – and help employers secure the skilled workforce they need.

ETA-funded employment and training services include labor market information, employment assistance, job training, and income support through the administration of the following programs: Adults, Dislocated Workers, Youth, Indian and Native American, and National Farmworkers Jobs Programs and National Emergency Grants authorized by the Workforce Investment Act of 1998 (WIA); the Employment Service authorized by the Wagner-Peyser Act; Trade Adjustment Assistance Community College and Career Training Grant Program authorized by the Trade Act of 1974, as amended; Foreign Labor Certification activities authorized by the Immigration and Nationality Act; Job Corps; Community Service Employment for Older Americans (also known as the Senior Community Service Employment Program) authorized by the Older Americans Act; apprenticeship programs, registered under the National Apprenticeship Act; and competitive grants such as YouthBuild, Reintegration of Ex-Offenders, and Face Forward Grants for Juvenile Offenders.

ETA's strategies to advance the economic recovery, put Americans back to work, and help American businesses compete in the global economy, include:

- A stronger, more comprehensive American Job Center network delivery system;
- A focus on both workers and employers as customers;
- Progressive levels of education and job training to provide those most in need with a pathway to the middle class;
- Regional partnerships and collaboration; and
- Strategies for high-demand, growing industry sectors.

The mission of VETS reflects the Nation's responsibility to meet the employment and training needs of veterans, transitioning service members, members of the National Guard and Reserve, and their families. VETS' work in advancing the employment opportunities for these Americans consists of three key activities:

- Expanding veterans and their families access to intensive services at American Jobs Centers – including individualized job counseling, resume and networking assistance, and other help;
- Preparing service members and their spouses for transition into the civilian workforce by modernizing the Transition Assistance Program's Employment Workshop; and
- Securing the employment and reemployment rights of uniformed service members.

VETS administers formula grants to State Workforce Agencies, and competitive grants to non-profit, community- and faith-based organizations to provide employment services to targeted groups of veterans. These groups primarily include veterans with significant barriers to employment, such as disabled veterans, those in need of additional skills or education, the long-term unemployed, and the homeless.

Performance Goal ETA 1.1 – Increase the average earnings of individuals served through the Workforce Investment Act, Trade Adjustment Assistance, and Senior Community Service Employment Programs.

Modernizing the Public Workforce System to Connect Job Seekers with Employers

The public workforce system is connecting America's workers to better jobs, and expanding opportunities for workers and job seekers alike. The system contributes to the country's global competitiveness and economic productivity by providing learning opportunities and employment-related services from one of 2,600 American Job Centers nationwide. Through this network of employment centers, the workforce system provides critical services for workers and job seekers to receive job search advice, resources, and references to local training programs. The system also serves the workforce needs of employers, particularly those in growing industries, by encouraging companies to participate in the development of their local skills infrastructure, ensuring a pipeline of skilled workers in the area. When paired with local economic development strategies, this dual approach provides workers multiple ways to access relevant workforce training, and gives the business community input to and engagement with their local workforce system.



Each year, 20 million individuals utilize existing workforce system resources. But there are millions more that would benefit

from reliable access to the same services. To increase job seeker and employer awareness of the public workforce system resources available across the country, ETA is working with States and local workforce investment areas to establish the American Job Center network – a unifying name and brand that identifies virtual and in-person publicly-funded workforce development services as part of a single network. Currently, names for One-Stop Career Centers vary from State to State, or even from town to town, and online

Federal, State and local tools are spread across many websites with different names. Job seekers may not realize that these resources are available to connect them to training and other workforce development supports. Employers that are well-connected to the workforce system in one State may not be aware that the same services are available to them elsewhere, under a different name. Identifying One-Stop Career Centers as American Job Centers, and improving partnerships with providers of workforce services, will make it easier for workers and employers to access the help and services the workforce system provides in their communities – whether the services are provided by States, local areas, or competitive grantees.

The Department of Labor has offered several powerful online tools to help job seekers, including skill transferability tools, career exploration tools, skill assessments, credential listings, and job openings, but they were not all easy to find. The new, integrated online American Job Center website at www.jobcenter.usa.gov provides a single point of access to resources, improved navigation, and greater name recognition, oriented around the needs of an individual or a business. This online tool provides access to key information to assist individuals find jobs, identify training programs, and tap into resources that will help them earn skills in growing industries. This site, and the nearly 3,000 federally funded brick-and-mortar employment centers that are part of the American Job Center network provide an easily-identifiable source for the help and services individuals and businesses need.

A toll free helpline, 1-877-US2-JOBS, is also part of the American Job Center network. No matter where a job seeker or business is located, a single phone call can answer questions on topics such as finding jobs, training, employer services, filing for unemployment insurance, and locating brick-and-mortar American Job Centers, and related support services and programs.

Fostering Innovation to Develop a Demand-Driven Workforce

As the economy changes, training and employment programs must innovate and adapt to effectively help American workers gain needed skills. ETA is testing new ideas and approaches in employment and training to address needs that were amplified during the recession, such as the necessity of adult learners to participate in training while still earning an income, the rapidly adapting skill needs of business, and the evolution of education and training methods to include technology-based methods.

The WIA Federal-State-local partnership has demonstrated enormous potential for developing and testing alternative service strategies. ETA will propose, and will continue testing through programs like the Workforce Innovation Fund, alternative strategies in the WIA Adult, Dislocated Worker, and Youth Programs to encourage collaboration across program silos to better serve participants' needs. For example, the Department is pursuing a Universal Displaced Workers (UDW) program that would combine the best elements of the WIA Dislocated Workers,^{3,4} and Trade Adjustment Assistance⁵ programs to create a

³ Mueser, Peter; Heinrich, Carolyn J.; Troske, Kenneth R., *Workforce Investment Act Non-Experimental Net Impact Evaluation*, http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2419&mp=y&start=41&sort=7 (2009).

⁴ Hollenbeck, Kevin; Schroeder, Daniel; King, Christopher T.; Huang, Wei-Jang, *Net Impact Estimates for Services Provided through the Workforce Investment Act*, http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2367&mp=y&start=81&sort=7 (2005).

⁵ D'Amico, Ronald, *Evaluation of the Trade Adjustment Assistance Program: A Synthesis of Major Findings*, http://wdr.doleta.gov/research/FullText_Documents/ETAOP_2013_08.pdf (2013).

comprehensive suite of training and reemployment services for more displaced workers. For these workers, UDW makes it easier to find help through the American Job Center network when faced with unemployment. The UDW program would reach more than a million workers a year. ETA also targets services to the long-term unemployed through competitive grants, including the H-1B Technical Skills Training Grants. Of the \$342 million awarded to 79 grantees in 2011-2012, more than \$200 million was designated to serve the long-term unemployed.

Approaches for the WIA Adult and Dislocated Worker programs will test training and reemployment services, especially for vulnerable populations, and evaluate practices that have shown promise over the past decade, such as apprenticeships, on-the-job training, and regional and sectoral collaboration.⁶ Additionally, ETA administers the Trade Adjustment Assistance Community College and Career Training (TAACCCT) Grant program. Through this program, funds are awarded to community colleges to expand their education and career training programs that can be completed in two years or less. See strategic objective 1.2 for more details on apprenticeship and the TAACCCT program.

The performance measures for these programs track the outcomes of program participants: how many people found jobs, did they stay employed, and what did they earn. The entered employment rate is the percent of participants employed in the first quarter after program exit; employment retention rate is the percent of participants employed in the first quarter after exit still employed in the second and the third quarters after exit; and average earnings are the average earnings in the second and third quarters (six months) after exit. A higher entered employment rate each year indicates greater success in placing individuals in jobs. A higher retention rate each year indicates greater employment stability. Increased average earnings indicate that participants are getting better jobs at higher wages.

Performance Goal ETA 1.1 – Increase the average earnings of individuals served through the Workforce Investment Act, Trade Adjustment Assistance, and Senior Community Service Employment Programs.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of exiters who received training that are employed in the first quarter after exit (WIA Adult)	71.2%	74.5%	Targeted Increase					
Percent of exiters employed in the first quarter after exit (WIA Adult)	56.8%	56.9%	61.2%	62.5%	63.1%	64.0%	Targeted Increase	Targeted Increase
Percent of exiters employed in the first quarter after exit still employed in the second and third quarters after exit (WIA Adult)	80.8%	81.9%	82.0%	82.1%	82.1%	82.1%	Targeted Increase	Targeted Increase
Average six-month earnings in the second and third quarters after exit (WIA Adult)	\$13,457	\$13,335	\$13,684	\$13,945	\$14,194	\$14,521	Targeted Increase	Targeted Increase

⁶ Clymer, Carol; Conway, Maureen; Freely, Joshua; Maguire, Sheila, *Job Training That Works: Findings from the Sectoral Employment Impact Study*, www.issuelab.org/click/download1/job_training_that_works_findings_from_the_sectoral_employment_impact_study (2009).

Performance Goal ETA 1.1 – Increase the average earnings of individuals served through the Workforce Investment Act, Trade Adjustment Assistance, and Senior Community Service Employment Programs.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of exiters employed in the first quarter after exit still employed in the second and third quarters after exit (WIA Adult)	80.6%	81.2%	Targeted Increase					
Average six-month earnings in the second and third quarters after exit (WIA Adult)	60.7%	74.5%	75.8%	66.1%	77.7%	63.7%	Targeted Increase	Targeted Increase
Percent of exiters employed in the first quarter after exit still employed in the second and third quarters after exit (WIA Dislocated Worker)	84.1%	87.3%	87.4%	87.5%	87.5%	84.7%	Targeted Increase	Targeted Increase
Average six-month earnings in the second and third quarters after exit (WIA Dislocated Worker)	\$16,516	\$15,930	\$16,335	\$16,596	\$16,845	\$17,401	Targeted Increase	Targeted Increase
Percent of exiters who received training that are employed in the first quarter after exit (National Emergency Grants)				Base	TBD	TBD	TBD	TBD
Percent of exiters employed in the first quarter after exit still employed in the second and third quarters after exit (National Emergency Grants)	88.3%	84.3%	84.4%	84.6%	84.6%	88.7%	Targeted Increase	Targeted Increase
Average six-month earnings in the second and third quarters after exit (National Emergency Grants)	\$19,134	\$15,930	\$16,364	\$16,694	\$16,998	\$19,770	Targeted Increase	Targeted Increase
Percent of exiters employed in the first quarter after exit still employed in the second and third quarters after exit (Indian and Native American Program)	59.3%	77.9%	78.0%	78.2%	78.2%	78.3%	Targeted Increase	Targeted Increase
Number of participants served (Indian and Native American Program)	38,238	37,153	27,439	28,047	28,047	Targeted Increase	Targeted Increase	Targeted Increase
Percent of exiters employed in the first quarter after exit still employed in the second and third quarters after exit (National Farmworkers Job Program)	76.5%	83.1%	83.2%	83.2%	83.3%	83.3%	Targeted Increase	Targeted Increase
Number of participants served (National Farmworkers Job Program)	19,700	20,330	18,690	19,157	19,157	Targeted Increase	Targeted Increase	Targeted Increase
Percent of exiters who received training that are employed in the first quarter after exit (TAA)					Base	TBD	TBD	TBD
Percent of exiters employed (unsubsidized) in the first quarter after exit (Senior Community Service Employment Program) 1/	38.8%	41.7%	42.8%	43.9%				
Number of participants (Senior Community Service Employment Program) 1/	85,113	70,718	67,019	68,528				

1/ In FY 2015, DOL proposed to move the Senior Community Service Employment Program to the U. S. Department of Health and Human Services, Administration for Community Living.

Performance Goal VETS 1.1 – Provide increased rates of intensive services to veterans and their families to advance their employment opportunities and protect the employment and reemployment rights of service members.

In the Fall of 2012, President Obama stated simply that “no one who fights for this country overseas should ever have to fight for a job.” We have a sacred trust with those who serve and protect our Nation, and we owe it to our Nation’s veterans and their families to provide them with the opportunity to get and keep middle class jobs, as well as the skills they need to succeed in those jobs. As the Federal government’s leader on veteran employment, the Labor Department helps to provide America’s veterans with the pathway to opportunity they have earned. The Labor Department and VETS work diligently to ensure that the full resources of the Department – and the Federal government as a whole – are readily available for veterans seeking to transition back to the civilian labor force.

As large numbers of service members return to the civilian labor force, they are met by an improving but still-challenging labor market. Veterans, service members, and their families still face significant barriers to entering and maintaining meaningful employment. These challenges are especially acute for young veterans (age 18-24) and female veterans – who experience unemployment rates of 21.4 percent and 6.9 percent,⁷ respectively.

Additionally, the last several decades have seen significant shifts in the American economy and workplace. Globalization, outsourcing, the shift from manufacturing to service sector jobs, the rise of technology, the decline in unionization, and the changing ethnic and gender make-up of the population, have changed the physical, social, and cultural landscape of the workforce. Today’s employers increasingly rely on highly-skilled workers with post-secondary degrees, State licensures, or other credentials. Veterans’ transferable skills (gained in past jobs and in the service) can help meet the needs of employers in the 21st century.

Providing More Intensive Services to Advance Employment Opportunities for Veterans

All veterans including newly separated service members are eligible for priority of service at American Job Centers. One of the key goals of DOL’s Strategic Plan is to increase the rate of veterans receiving intensive services from Disabled Veterans’ Outreach Program (DVOP) specialists. These services, which include career planning and counseling, skill assessment, referral to training and support services, and post-transition follow-up, provide participants with an individualized plan for mitigating employment barriers and easing the transition into the civilian workforce. The Department anticipates these services will result in better employment outcomes for veterans with significant barriers to employment. A 2008 study of the Workforce Investment Act Adult Program found that individuals who receive core and intensive services experience greater benefits – including increased employment rates and earnings – than those who either did not receive WIA services or WIA training.⁸ VETS will achieve this increase through guidance and technical assistance to States, assessment and evaluation of case management practices, and dissemination of best practices. VETS will closely monitor the services and outcomes of participants to

⁷ Bureau of Labor Statistics, Labor Force Statistics from the Current Population Survey, 2013. www.bls.gov/cps/cpsaat48.htm.

⁸ Heinrich, Carolyn J., Peter R. Mueser, and Kenneth R. Troske, *Workforce Investment Act Non-Experimental Net Impact Evaluation*, Impaq International, LLC (2008).

ensure they are receiving the benefits and the services needed to transition to the civilian workforce.

The Department will further demonstrate its commitment to helping veterans overcome barriers to employment by establishing the **Agency Priority Goal**: By September 30, 2015, increase to 75 the percent of participants served by DVOP specialists who receive intensive services.

Additionally, VETS will emphasize that Local Veterans' Employment Representatives (LVER) focus on job development and employer outreach in local communities. LVERs engage businesses and community organizations in the hiring of veterans and work with DVOP specialists to facilitate veterans' transition into jobs in their local area. This dual approach (DVOP specialists preparing veterans for employment and LVER staff building job opportunities) is expected to result in higher employment outcomes for veterans.

Another strategic focus for VETS and ETA is ensuring the delivery of priority of service for veterans by the public workforce system. The Jobs for Veterans Act requires that any workforce preparation program directly funded, in whole or in part, by the Department of Labor provides priority of service to eligible veterans and spouses of certain eligible veterans⁹ for the receipt of employment, training, and placement services. VETS and ETA will conduct more joint monitoring activities to ensure priority of service delivery at American Job Centers. The agencies issued [A Protocol for Implementing Priority of Service for Veterans and Eligible Spouses](#) to encourage recipients of DOL funding to review, and if necessary, enhance their policies and procedures to ensure that veterans and eligible spouses receive priority access to the services provided through the public workforce system.

Modernizing the Transition Assistance Program's DOL Employment Workshop

VETS administers a three-day Employment Workshop as part of Department of Defense's (DoD) Transition Assistance Program (TAP). In FY 2012, VETS evaluated the redesigned workshop curriculum, which was tested at specific pilot sites. The evaluation provided valuable feedback in redesigning the curriculum. For instance, VETS shifted the focus of the employment workshop to core employment-seeking skills, such as resume development and interview skills. In FY 2013, VETS began using a redesigned curriculum at all domestic and overseas TAP sites. The employment workshop is mandatory for all separating and retiring (with less than 20 years) service members, and is made available to spouses of separating service members. The workshop provides them with tools and resources to develop a resume, conduct job searches, translate their military experience into civilian work, and understand available employment services and benefits. Beginning in FY 2014, the Department will track the employment outcomes of TAP participants utilizing American Job Centers to ensure they are successful in transitioning to civilian employment.

In collaboration with DoD, VETS will develop a virtual TAP curriculum. The virtual curriculum will assist in reaching service members whose deployment makes in-person attendance impossible. Further, it will be a resource for already separated veterans or

⁹ A veteran who is eligible to receive priority of service is a person who has served at least one day in the active military, naval, or air service, and who was discharged or released from service under any condition other than a condition classified as dishonorable. This definition includes Reserve units and National Guard units activated for Federal Service. In addition, the spouses of certain veterans (e.g., the spouse of a veteran who died of a service-connected disability) receive priority of service.

service members nearing separation who may require a refresher course. VETS anticipates that the virtual curriculum will also increase military spouse participation. In FY 2014, VETS will implement standardized assessment of the effectiveness of TAP facilitators.

Protecting the employment and reemployment rights of service members

The Uniformed Services Employment and Reemployment Rights Act of 1994 guarantees reemployment rights to returning service members and prohibits employment discrimination against workers who have carried out their military obligations. VETS investigates complaints and conducts outreach and education to employers and veterans. Knowledge by both parties regarding their rights and responsibilities under the law improves compliance and minimizes the filing of claims without merit.

To ensure service members are able to return to civilian employment and successfully participate in the labor force, USERRA investigations must be completed within 90 days, unless granted an extension by the claimant. VETS conducts quarterly audits of each case, including those exceeding 90 days, and uses the results to develop staff training or modify processes – to assure rapid production does not impact quality. Building on the successful outcomes of the USERRA program, in FY 2014, VETS will ensure that USERRA cases are consistently investigated by the agency’s most experienced and effective investigators.

Performance Goal VETS 1.1 – Provide increased rates of intensive services to veterans and their families to advance their employment opportunities and protect the employment and reemployment rights of service members.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of veterans receiving intensive services served by DVOP specialists	25%	31%	39%	50%	75%	90%	90%	90%
Average six-month earnings of veterans served by DVOP specialists	\$15,619	\$16,129	\$16,242	\$16,500	\$17,000	\$18,000	\$18,500	\$19,000
Average six-month earnings of Post-9/11 Era veterans served by DVOP specialists			\$14,742	\$15,000	\$15,500	\$16,000	\$16,500	\$17,000
Average TAP facilitator assessment score				Base	TBD	TBD	TBD	TBD
Percent of closed cases meeting the Agency’s quality standard (USERRA)		83.3%	83.4%	84.0%	84.0%	Targeted Increase	Targeted Increase	Targeted Increase

Strategic Objective 1.2 – Provide marketable skills and knowledge to increase workers’ incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.

The demand for skilled labor is projected to grow significantly over the next decade. According to the Bureau of Labor Statistics (BLS), between 2010 and 2020, 17 of the 30 fastest growing occupations will require a postsecondary certificate or degree. By 2018, 30 million new and replacement jobs will require some postsecondary education.¹⁰ These

¹⁰ Replacement needs are the number of projected openings resulting from workers retiring from or permanently leaving an occupation.

jobs pay family-sustaining wages and can be found in every sector of the economy, from manufacturing to customer service to health care. Data from BLS indicate that occupations requiring some type of post-secondary degree or education will account for nearly 37 percent of all new jobs from 2010 to 2020, and 31 percent of total job openings. Among the education and training categories, the fastest growth will occur in occupations requiring a master's degree. Workers ability to fill and succeed in these jobs will be dependent on their access to high-quality workforce training programs being available in their area.

While the projected job growth over the next decade is concentrated in occupations that require some postsecondary education or training, the cost of postsecondary education is rising and completion rates are falling. According to a 2009 Organization for Economic Co-operation and Development study,¹¹ if current trends in postsecondary credential attainment continue, the next generation of American workers will be less educated than the previous generation for the first time in the country's history.¹² Declining rates of postsecondary credential attainment threaten America's global competitiveness and ability to generate broadly-shared prosperity at home.

Performance Goal ETA 1.2 – Increase the number of participants earning industry-recognized credentials.

Promoting Industry-Recognized Credentials to Prepare Workers for 21st Century Jobs

The public workforce system is the front-line provider of training programs for the Nation's workers and job seekers – a necessary provider of opportunity to those seeking to upgrade their skills and move to sustainable careers. The Labor Department will continue its commitment to the **Agency Priority Goal** of improving opportunities for America's workers to succeed in a knowledge-based economy through attainment of industry-recognized credentials. Specifically, by September 30, 2015, increase the percentage of training program completers who attain industry-recognized credentials by 10 percent. This goal reflects the urgent need in several sectors of the economy to rebuild a skilled workforce pipeline, and a focus on credentialing can help lay the foundation for a successful regional economic development strategy. Essential to the success of this goal are strong partnerships with local businesses and business associations to identify areas of need and to assist in the development of relevant training curricula and robust coordination with other public agencies, including education, economic development and human services, to ensure the effective leveraging and targeting of public resources aimed at increasing the skills of American workers.

Given the value of an industry-recognized credential, ETA has increased the emphasis on the benefits of training that leads to an industry-recognized credential¹³ by providing policy direction and guidance to the public workforce system. Where appropriate to the type of grant competition, ETA has made training that leads to industry-recognized credentials a requirement.

¹¹ Holzer, Harry J and Lerman, Robert I, *The Future of Middle-Skill Jobs*, Center on Children and Families, The Brookings Institution, Washington, DC (2009).

¹² Carnevale, Smith, & Strohl, *Help Wanted: Projections of Jobs and Education Requirements through 2018*, Center on Education and the Workforce, Georgetown University (June 2010).

¹³ *Credential* is an umbrella term that encompasses educational certificates or degrees, occupational licenses, Registered Apprenticeship, and industry-recognized certifications. Within the context of education, workforce development, and employment and training for the labor market, the term credential refers to a verification of qualification or competence issued to an individual by a third party with the relevant authority or jurisdiction to issue such credentials (such as an accredited educational institution, an industry-recognized association, or an occupational association or professional society).

Providing Opportunity for Trade-Affected Workers – The Trade Adjustment Assistance Community College and Career Training (TAACCCT) Grant Program provides community colleges and other eligible institutions of higher education with funds to expand their ability to deliver education and career training programs that can be completed in two years or less, are suited for workers who are eligible for training under the TAA for Workers’ Program, and prepare program participants for employment in high-wage, high-skill occupations. Through these multi-year grants, DOL is helping to ensure that the Nation’s institutions of higher education are ensuring adults succeed in acquiring the skills, degrees, and credentials needed for high-skill employment while also meeting the needs of employers for skilled workers. The Department is implementing the program in partnership with the Department of Education.

Earn, Learn, Succeed: Registered Apprenticeship – ETA promotes increased partnerships and collaboration with sponsors of Registered Apprenticeship (including employers) and the workforce and education systems. The 2012 evaluation of Registered Apprenticeship¹⁴ found that the net benefits for completers of an apprenticeship program were approximately \$250,000 while the net social benefits were over \$50,000. Therefore, ETA promotes greater partnerships with WIA and a framework for quality pre-apprenticeship programs to provide a pathway into Registered Apprenticeship. Additionally, ETA and VETS will coordinate to ensure that service members and veterans receive credit for military training and experience to shorten the duration of apprenticeships. ETA is also collaborating with the Department of Education to increase the articulation of an apprenticeship completion certificate to college credit.

Preparing Youth for 21st Century Jobs – Accomplishing this strategic objective also requires ETA to focus on serving youth, who comprise



a disproportionate number of the unemployed and underemployed. ETA will continue to test and evaluate innovative approaches to providing summer¹⁵ and year-round employment opportunities for youth, as well as interventions serving out-of-school youth in a comprehensive manner that combines work experience, education, and training. These alternative strategies are intended to demonstrate effectiveness and efficiency that can be replicated by formula and discretionary programs that serve youth and thereby improve performance outcomes. For instance, the Department joined eight Federal agencies to establish the inter-agency National Council for the 21st Century Conservation Service Corps. The mission of the National Council is to build on existing Federal, State, tribal, local, and non-profit programs and partnerships to create a 21st Century Conservation Service Corps (21CSC) and provide America’s youth an opportunity to work protecting, restoring, and enhancing America’s great outdoors.

The 21CSC fills a unique niche by providing opportunities for young people and veterans to make a significant, intensive, relatively short-term contribution to accomplishing high priority projects through compensated work while at the same time receiving the

¹⁴ Ziegler, Jessica; Mastri, Annalisa; Reed, Debbie; Yung-Hsu Liu, Albert; Kleinman, Rebecca; Reed, Davin; Sattar, Samina, *An Effectiveness Assessment and Cost-Benefit Analysis of Registered Apprenticeship in 10 States*, http://wdr.doleta.gov/research/FullText_Documents/ETAOP_2012_10.pdf (2012).

¹⁵ Holcomb, Pamela; Ziegler, Jessica; Laird, Elizabeth, *Beyond a Summer Work Experience: The Recovery Act 2009 Post-Summer Youth Employment Initiative*, http://wdr.doleta.gov/research/FullText_Documents/ETAOP_201_03.pdf (2012).

professional and personal development and training (including industry-recognized credentials) to move into stewardship careers and become lifelong supporters of the Nation’s natural and cultural treasures. ETA is rising to the challenge by working with partners and grantees, such as the City of Pittsburgh and the Idaho Department of Labor, to expand programs for youth and participate in building the 21CSC. Information about the 21st Century Conservation Service Corps is available at www.doi.gov/21CSC/.

Job Corps provides a unique opportunity for disadvantaged young people to take control of and steer their lives in a positive direction. Students age 16 to 24 in residential and nonresidential settings attend academic and vocational classes, earn industry-recognized credentials, and learn critical life skills in preparation for a better job, continued education or military service. Job Corps has served approximately 2.7 million students since the program began nearly five decades ago. Today’s competitive job market and unemployment rates among young adults ages 16 to 24 make Job Corps more important than ever.

Therefore, ETA invested approximately \$13 million to turn Job Corps into a program where students gain industry-recognized credentials to meet the demands of the 21st century employer. As a result of this investment, in program year ending June 2012, 77.3 percent of Job Corps students earned an industry-recognized credential. ETA anticipates this rate will continue to increase through FY 2018 and beyond.

YouthBuild was transferred from the Department of Housing and Urban Development to DOL in 2006. Since that time, more than 28,000 youth have been served with the program, which focuses on increasing industry-recognized certifications and education credentials for youth who have dropped out of high school, while also offering a transformative experience through the building and renovation of low-income housing in their communities. The YouthBuild program is undergoing a random assignment evaluation, with results expected in 2017. Since 2012, the program has allowed expansion of the allowable areas of occupational training beyond construction, without removing the core focus on community service and leadership through the development of low-income housing in needy communities. This expansion into other industry-recognized certification areas allows the program to use labor market information to better connect youth (who are not interested in careers in the construction field) to the employment growth and career pathways in their communities, which will increase the credentials attained.

Performance Goal ETA 1.2 – Increase the number of participants earning industry-recognized credentials.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of participants enrolled in training (TAACCCT) 1/		17,741	78,981	Targeted Increase	Targeted Increase	Targeted Increase	Targeted Increase	
Number of participants who have completed a program of study (TAACCCT) 1/		1,470	Targeted Increase					
Percent of apprentices who receive a certificate of apprenticeship completion within one year of the expected completion date (Registered Apprenticeship)			44.0%	45.0%	46.0%	Targeted Increase	Targeted Increase	Targeted Increase

Performance Goal ETA 1.2 – Increase the number of participants earning industry-recognized credentials.

Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of students who attain industry-recognized credentials (Job Corps)	77.3%	77.3%	70.0%	70.0%	80.0%	Targeted Increase	Targeted Increase	Targeted Increase
Percent of participants entering employment or enrolling in post-secondary education, the military, and/or advanced training/ occupational skills training in the first quarter after exit (Job Corps)	73.3%	73.3%	65.0%	70.0%	74.0%	Targeted Increase	Targeted Increase	Targeted Increase
Percent of students who attain a general education development (GED), high school diploma, or certificate by the end of the third quarter after exit (Job Corps)	64.9%	64.9%	58.0%	58.0%	68.0%	Targeted Increase	Targeted Increase	Targeted Increase
Percent of students who achieve literacy or numeracy gains of one or more adult basic education levels (Job Corps)	64.7%	64.7%	62.0%	62.0%	68.0%	Targeted Increase	Targeted Increase	Targeted Increase
Percent of graduates placed in an occupation or industry related to their training (Job Corps)			65.2%	69.0%	Targeted Increase	Targeted Increase	Targeted Increase	Targeted Increase
Percent of participants entering employment or enrolling in post-secondary education, the military, and/or advanced training/ occupational skills training in the first quarter after exit (WIA Youth)	59.0%	66.6%	66.4%	66.8%	66.9%	67.2%	Targeted Increase	Targeted Increase
Percent of participants who attain a GED, high school diploma, or certificate by the end of the third quarter after exit (WIA Youth)	62.6%	62.3%	62.3%	62.2%	62.2%	62.2%	Targeted Increase	Targeted Increase
Percentage of basic skills deficient, out-of-school youth who achieve literacy and numeracy gains of one or more test of adult basic education levels (WIA Youth)	47.7%	47.5%	46.9%	46.2%	46.0%	45.6%	Targeted Increase	Targeted Increase
Percent of participants entering employment or enrolling in postsecondary education, the military, or advanced training/ occupational skills training in the first quarter after exit (YouthBuild)	47.4%	49.6%	50.0%	50.4%	50.5%	50.8%	Targeted Increase	Targeted Increase
Percent of youth who attain a diploma, GED, or certificate by the end of the third quarter after exit (YouthBuild)	66.2%	67.2%	67.2%	67.1%	67.1%	67.1%	Targeted Increase	Targeted Increase

Performance Goal ETA 1.2 – Increase the number of participants earning industry-recognized credentials.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of participants deficient in basic skills who achieve literacy and numeracy gains of one or more test of adult basic education levels (YouthBuild)	58.2%	59.1%	58.5%	57.8%	57.6%	57.2%	Targeted Increase	Targeted Increase
Percent of (non-youth) participants employed in the first quarter after exit (Reintegration of Ex-Offenders)	58.5%	58.6%	59.3%	60.6%	61.2%	62.1%	Targeted Increase	Targeted Increase
Recidivism rate of (non-youth) participants (Reintegration of Ex-Offenders)	14%	13%	≤22%	≤22%	≤22%	≤22%	≤22%	≤22%
Percent of participants who enter training and receive a certificate (Face Forward Grants for Juvenile Offenders)		60.0%	60.0%	60.0%	60.0%	60.0%	60.0%	60.0%
Percent of participants who are enrolled in high school equivalency preparation and receive the State educational certificate (Face Forward Grants for Juvenile Offenders)		50%	50%	50%	50%	50%	50%	50%

1/ The FY 2015 President’s Budget proposes the elimination of the TAACCCT program. The Administration is requesting an interagency effort that builds on and expands the TAACCCT program through the Community College to Career Fund.

Strategic Objective 1.3 – Advance workers’ rights, acceptable work conditions, and livelihoods, particularly for the world’s vulnerable populations.

In a global economy, opportunities for American workers are shaped by the working conditions and opportunities of workers worldwide. Addressing worker rights and livelihoods overseas has the dual effect of protecting American and foreign workers. The Department is committed to promoting worker rights in the United States and abroad so that all workers are treated fairly and are able to share the benefits of the global economy. Realizing the Secretary’s vision of *promoting and protecting opportunity* requires improving working conditions, raising living standards, protecting workers’ ability to exercise their rights, and addressing the workplace exploitation of children and other vulnerable populations.

Performance Goal ILAB 1.3 – Improve worker rights and livelihoods for vulnerable populations.

ILAB has three major strategies for achieving its goal: (1) promoting labor standards through an integrated approach; (2) combatting child labor, forced labor and human trafficking through integrated approaches and evidence; and (3) improving workers’ rights through targeted labor policy engagement. Each is discussed briefly below.

Promoting Labor Standards through an Integrated Approach

The United States has free trade agreements with five developed countries and 15 developing countries, is engaged in new trade negotiations with 11 other countries under the Trans-Pacific Partnership Free Trade Agreement, and provides trade preferences to approximately 140 developing countries. ILAB monitors and enforces labor obligations under these agreements through analysis of each country's labor practices and engages with these countries to remedy identified problems. In some cases, ILAB staff or consultants work directly with ministries of labor to improve their capacity to enforce international labor standards and other agreements. ILAB also monitors countries which are of high priority because of their importance to U.S. national security or foreign policy interests or because their compliance with labor standards is particularly problematic.

ILAB has adopted an integrated approach that combines efforts to amend laws and strengthen enforcement with activities to assist worker organizations, improve industrial relations, effectively engage companies, and raise awareness about worker rights. Under this model, ILAB engages in in-depth monitoring, relationship building, and fact-finding in a country and then designs and funds a project that reflects the country's practical and political reality.

Enforcement includes consideration and adjudication of formal complaints lodged under labor provisions of trade agreements, or under the preference petition process. Enforcement also includes the application of remediation measures to assist trade partners in arriving at compliance with labor obligations.

Combatting Child Labor, Forced Labor and Human Trafficking through Integrated Approaches and Evidence

ILAB is committed to comprehensive and sustainable projects to combat child labor, including trafficking of children and forced labor. To this end, ILAB will use an integrated approach to address the root causes of child labor and forced labor, such as family poverty, gaps in social protection, and weak enforcement of labor laws.

ILAB programs emphasize improving the livelihoods of families through interventions such as: improving access to credit; savings and insurance schemes; linking households to social protection interventions; employment creation strategies and training opportunities; and increasing market access. Increasing access to quality education is also a key strategy for reducing child labor; parents who can afford schooling and who see value and high returns from education are more likely to choose schooling over labor for their children. ILAB programs promote education for children by reducing cost barriers to school attendance (e.g., school fees, uniforms, and supplies), providing teacher training, developing improved classroom curricula, offering catch-up classes, and mainstreaming children into basic education programs. Additionally, ILAB projects work to strengthen countries' laws and policies relating to child labor, forced labor, and human trafficking, build the capacity of national and local institutions to address these issues, and support research and evaluation to build the knowledge and evidence base on these issues.

Improving Workers' Rights through Targeted Labor Policy Engagement

Systematic research and analysis on the status of labor rights in particular countries allows ILAB to target policy engagement to specific countries and issues where the maximum impact may be achieved. ILAB will improve the impact of its monitoring and reporting by developing systems to provide key information to the public through open government initiatives, including direct links on ILAB's website, thereby improving transparency and public disclosure.

ILAB awards grants for programs that help to build effective labor inspectorates, improve industrial relations, strengthen worker organizations, and support innovative supply-chain approaches to improve working conditions. For example, ILAB is a leading funder of the Better Work program, a joint initiative run by the International Labor Organization (ILO) and the International Finance Corporation that empirical studies¹⁶ have shown to be an effective model for improving labor rights and working conditions in the apparel sector. ILAB will engage extensively and substantively with other countries' labor ministries and with international and regional organizations to defend, uphold, and promote international labor standards, livelihoods, and social protection. ILAB will coordinate U.S. Government participation in the ILO and help support U.S. participation in the G20 Labor and Employment Ministers process. It will also continue to represent the U.S. government as part of the Employment, Labor and Social Affairs Committee of the Organization for Economic Cooperation and Development and the labor bodies of other international and regional organizations, including the Asia Pacific Economic Cooperation Forum and the Inter-American Conference of Labor Ministers and the European Commission.

Performance Goal ILAB 1.3 – Improve worker rights and livelihoods for vulnerable populations.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of policy positions adopted in international fora and by countries that reflect ILAB and DOL priorities		24	23	34	34	34	34	34
Number of children engaged in or at high risk of entering the worst forms of child labor provided education or vocational services		100,436	90,217	51,723	67,077	67,077	67,077	67,077
Number of countries in which there is an improvement in the capacity of the government and/or other social partners to protect worker rights and/or improve working conditions as a result of DOL interventions		8	20	16	20	20	20	20
Number of countries in which worker rights and/or working conditions are improved	13	7	15	15	15	15	15	15

¹⁶ *Labor Law Compliance and Human Resource Management Innovation: Better Factories Cambodia*, Raymond Robertson (Macalester College), Rajeev Dehejia, Drusilla Brown, & Debra Ang (Tufts University), October 17, 2010. <http://betterwork.com/global/wp-content/uploads/Discussion-Paper-Series-No-1-Labour-Law-Compliance-and-Human-Resources-Management-Innovation-Better-Factories-Cambodia.pdf>. See also: *Public-private partnership in labor standards governance: Better factories Cambodia*, Anna Wetterberg, *Journal of Public Administration and Development*, Public Admin. Dev. 31, 64–73 (2011). <http://apirnet.ilo.org/resources/public2013private-partnership-in-labor-standards-governance-better-factories-cambodia>.

Strategic Goal 2

Improve workplace safety and health

The Secretary's vision of *promoting and protecting opportunity* requires workplaces that are safe and healthy. Each year, thousands of workers are killed and millions are injured on the job due to unsafe working conditions.¹⁷ DOL agencies charged with improving workplace safety and health will use rigorous enforcement, science-based rulemaking, and stakeholder involvement to achieve this crucial strategic goal.

Strategic Objective 2.1 – Secure safe and healthy workplaces, particularly in high-risk industries.

In the wealthiest Nation on earth, no mother or father should have to die for a paycheck. America's working men and women deserve the opportunity to provide for their families without unnecessary risk to their health, safety, and livelihood. The Labor Department both promotes and protects the opportunity that has made America the country it is today, and American families are safer, more secure, and more prosperous because of it.

All workers have a right to a safe and healthful work environment. The Occupational Safety and Health Administration (OSHA) and Mine Safety and Health Administration (MSHA) recognize that some workers are more vulnerable than others and that some workplaces are more hazardous than others. By strategically scheduling inspections and outreach in high-risk areas, in addition to completing mandated enforcement activity, DOL expects to have the greatest effect on overall compliance. With more employers in compliance, workplace injuries, fatalities, and illnesses should decline – the ultimate outcome for DOL and American workers and a critical component of the Secretary's vision. Therefore, the Department will continue its commitment to the **Agency Priority Goal** of reducing injuries, illnesses and fatalities. Specifically, by September 30, 2015, increase the number of abated workplace hazards associated with falls, through occupational safety and health inspections, and reduce worker fatality rates in mining by five percent per year based on a rolling five-year average.

Performance Goal OSHA 2.1 – Improve workplace safety and health through the enforcement of occupational safety and health regulations and standards.

OSHA is authorized by the Occupational Safety Health Act of 1970 (OSH Act) to improve safe and healthful conditions for working men and women by setting and enforcing standards and providing training, outreach, education, and technical assistance. To reduce workplace injuries, illnesses, and fatalities, OSHA enforces statutory protections, provides technical support and assistance to small businesses, promulgates and enforces safety and health standards, strengthens the accuracy of safety and health statistics, and conducts outreach and education so that workers know about the hazards they face and their rights under the law. OSHA's focus includes outreach to vulnerable, hard-to-reach workers in dangerous jobs to enhance their knowledge about their rights and the hazards they face, and staying ahead of changes in scientific knowledge and industry practices to promote the highest possible level of protection for all workers.

¹⁷ 2011 Injuries, Illnesses and Fatalities. Bureau of Labor Statistics. Available at www.bls.gov/iif/.

Targeting the Worst Violators and Most Hazardous Worksites

OSHA's enforcement strategies target the most egregious and persistent violators through a combination of special enforcement programs and outreach initiatives. By reaching the most hazardous worksites, OSHA not only helps achieve Strategic Objective 2.1 and reduce workplace injuries, illnesses, and deaths,¹⁸ but also protects the vulnerable workers who are disproportionately likely to work under hazardous conditions. OSHA also monitors injury and illness trends and research and development in the safety and health field and US workplace practices, to proactively target resources at those areas where the health and safety of workers is at, or may become, the greatest risk. By taking a comprehensive approach to enforcement and prioritizing resources in critical areas, OSHA will achieve optimal outcomes in high-risk industries.

The **Severe Violator Enforcement Program** focuses enforcement efforts on significant hazards and violations by concentrating inspection resources on employers who have demonstrated recalcitrance or indifference to their OSH Act obligations by committing willful violations, repeated violations, or failure to abate violations. OSHA will continue to review and restructure its penalty procedures to ensure that penalties imposed are consistent with the seriousness of the violation and act as effective deterrents to violators. OSHA will also continue to hold stakeholder meetings to collect public input on key issues facing the agency and continue its work on developing injury and illness prevention programs.

OSHA has or will develop **National Emphasis Programs (NEPs)**, Local Emphasis Programs (LEPs), and other enforcement initiatives to address high-risk industries and hazards, such as crystalline silica, lead, combustible dust, trenching hazards, amputations, and shipbreaking operations, as well as additional high-priority issues. Three recent studies demonstrate that OSHA inspections reduce injury rates in the years subsequent to an inspection – and consequently, reduce costs to the employer.^{19,20,21} Examples of enforcement initiatives include:

- Nursing and Residential Care Facilities – This NEP focuses on reducing occupational illness and injury in nursing and residential care facilities, with emphasis on ergonomic stressors, exposure to tuberculosis or blood and other potentially infectious materials, workplace violence, and slips, trips, and falls.
- Chemical Plants – This NEP outlines procedures for the inspection of facilities with quantities of highly hazardous chemicals at or above threshold quantities defined in the Process Safety Management (PSM) standard, including a dynamic list of questions for inspection of PSM-covered processes.²²

¹⁸ David I. Levine, Michael W. Toffel, Matthew S. Johnson. *Randomized Government Safety Inspections Reduce Worker Injuries With No Detectable Job Loss*. 2012. *Science*. May 2012: 907-911.

¹⁹ Foley M, Fan ZJ, Rauser E, Silverstein B. 2012. *The impact of regulatory enforcement and consultation visits on workers' compensation claims incidence rates and costs, 1999–2008*. *Am J Ind Med* 55:976–90.962.

²⁰ Haviland AM, Burns RM, Gray WB, Ruder T, Mendeloff J. 2012. *A new estimate of the impact of OSHA inspections on manufacturing injury rates, 1998–2005*. *Am J Ind Med* 55:964–975.

²¹ Levine DI, Toffel MW, Johnson MS. 2012. *Randomized government safety inspections reduce worker injuries with no detectable job loss*. *Science* 336(6083):907–911.

²² Process Safety Management is a regulation promulgated by OSHA. Process means any activity involving a highly hazardous chemical including any use, storage, manufacturing, handling or the on-site movement of such chemicals, or a combination of these activities.

- Isocyanates – This NEP combines enforcement and outreach efforts focused on protecting workers from the serious health effects associated with occupational exposure to isocyanates, which are severe respiratory sensitizers and asthmagens.

OSHA is placing a greater emphasis on health hazards known to increase risk of occupational illnesses in the workplace, such as chemical exposures, heat stress, workplace violence, noise and ergonomics. For example, OSHA is working on a multi-component initiative to reduce workplace exposures to hazardous chemicals. OSHA recognizes that many of its permissible exposure limits are outdated and may be inadequate for ensuring protection of worker health. In the coming years, OSHA plans to announce new tools and initiatives to encourage employers to reduce chemical exposures in private sector workplaces.

OSHA is also focusing on protecting temporary workers. Given the large number of temporary workers, the gaps in perceived responsibility and authority that can occur when there is a staffing agency/host employer relationship, a growing body of research showing that temporary workers are at increased risk of workplace injuries, and the high profile fatalities that have involved these workers, OSHA will use enforcement, outreach, and training to advance workplace hazard protections for temporary workers.

OSHA will continue to review and restructure its penalty procedures to ensure that penalties imposed are consistent with the seriousness of the violation and act as effective deterrents to violators. OSHA will also continue to hold stakeholder meetings to collect public input on key issues facing the agency and continue its work on developing injury and illness prevention programs.

OSHA-Approved State Plans

OSHA's State Plans are responsible for workplace safety and health for 40 percent of U.S. workers. The majority of the State Plans cover both private and public-sector employees and a few cover public-sector employees only. In addition to enforcement and regulatory activities, State Programs conduct a wide range of outreach, compliance assistance, and cooperative programs; whistleblower programs; and extensive training programs for workers and small businesses.

In FY 2014-2018, OSHA will work with the States to provide that the safety and health policies of the State Programs are at least as effective as Federal OSHA's policies, particularly with regard to enforcement programs, which are integral to the strategic objective of *securing safe and healthy workplaces, particularly in high-risk industries*. OSHA will also work with the States to use resources efficiently, ensuring that Federal and State initiatives are consistent, and include an increased emphasis on enforcement directed at high-hazard establishments. To increase consistency across OSHA programs, OSHA will continue to encourage States to participate in the development of national policy, and will require States to administer state enforcement programs that are at least as effective as national initiatives. Annually, OSHA monitors and evaluates State Plan performance.

Outreach and Compliance Assistance Campaigns

OSHA seeks out vulnerable workers in high-risk industries – those at greater risk in all sectors of the economy. OSHA has made outreach to Latino and other limited English proficiency workers – a population that typically experiences a higher rate of injuries,

illnesses, and fatalities in the workplace – a priority by working with community- and faith-based groups, employers, unions, consulates, the medical community, health and safety professionals, and government representatives. As discussed above, temporary workers are another group whose potentially vulnerable status remains a focus for OSHA, through employer and industry outreach, directives to compliance officers, and cataloging industry “best practices.”

OSHA will also provide technical and compliance assistance to small businesses in high hazard industries to assure that employers have the information they need to provide a safe workplace. OSHA will use outreach and education to reach workers and employers in high-risk industries. For example, OSHA will continue the two major national outreach campaigns launched over the last few years: preventing heat related illnesses and fatalities and preventing fatal falls in construction.

Regulatory Safeguards

OSHA aims to use regulatory safeguards to eliminate or reduce hazards with the broadest and most serious consequences as identified through rigorous scientific investigation. OSHA's standards and guidance cover many serious occupational safety and health hazards in a range of workplaces. Numerous studies have demonstrated the effectiveness of various OSHA standards in reducing workplace hazards, injuries, illnesses, and fatalities.^{23,24,25,26,27,28,29} Indeed, reductions in workplace hazards may occur even before the standards are promulgated, because employers may begin compliance efforts when they hear that OSHA is focusing on a particular workplace hazard.

Performance Goal OSHA 2.1 – Improve workplace safety and health through the enforcement of occupational safety and health regulations and standards.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of hazards abated associated with falls in construction				Base	TBD	TBD	TBD	TBD
Number of hazards abated associated with falls in general industry				Base	TBD	TBD	TBD	TBD
Number of safety inspections	33,341	33,580	31,948	30,108	30,459	30,483	30,502	30,520
Number of health inspections	7,317	7,381	7,280	7,527	7,791	8,187	8,583	8,980
Percent of inspections that are LEP/NEP				68.7%	69.0%	69.3%	69.6%	69.9%

²³ Suruda, Anthony MD, MPH; Whitaker, Brad MSPH; Bloswick, Donald PhD, PE; Philips, Peter PhD; Sesek, Richard MPH PhD (2002). *Impact of the OSHA Trench and Excavation Standard on Fatal Injury in the Construction Industry*. Journal of Occupational & Environmental Medicine: Volume 44(10), pp. 902-905.

²⁴ OSHA final report for the Excavation Standard lookback review (March 2007).

²⁵ Levin, S. M., Goldberg, M. and Doucette, J. T. (1997), *The effect of the OSHA lead exposure in construction standard on blood lead levels among iron workers employed in bridge rehabilitation*. American Journal of Industrial Medicine, 31: 303–309.

²⁶ OSHA final report for the Lead in Construction Standard lookback review (August 2007).

²⁷ Tracy B. Agerton, Francis J. Mahoney, Louis B. Polish and Craig N. Shapiro (1995), *Impact of the Bloodborne Pathogens Standard on Vaccination of Healthcare Workers with Hepatitis B Vaccine*. Infection Control and Hospital Epidemiology, Vol. 16, No. 5 (May, 1995), pp. 287-291.

²⁸ OSHA final report for the Grain Handling lookback review (February 2003).

²⁹ OSHA final report for the Lockout/Tagout Standard lookback review (January 2000).

Performance Goal OSHA 2.1 – Improve workplace safety and health through the enforcement of occupational safety and health regulations and standards.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of Federal Annual Monitoring and Evaluation (FAME) recommendations addressed				Base	TBD	TBD	TBD	TBD
Number of personnel trained in OSHA training programs	857,166	833,117	885,293	883,517	891,130	899,130	907,130	915,130

Performance Goal MSHA 2.1 – Prevent death, disease, and injury from mining and promote safe and healthful workplaces for the Nation’s miners.

MSHA focuses on the prevention of death, disease, and injury from mining and promotion of safe and healthful workplaces for the Nation’s miners. MSHA encourages mine operators to take ownership of health and safety through prevention-focused health and safety management programs, inspections and robust enforcement, stakeholder outreach, education and training, and improved regulations. Mine operators should examine and monitor their own mines, abate violations and hazards, and not simply react to MSHA enforcement. Effective approaches to reducing the risk of injury and disease to miners include the anticipation that problems may occur, recognition of the hazards that exist, elimination of those hazards, providing that engineering plans and equipment and materials used in mines meet MSHA safety and health standards, and continual monitoring of the work environment to protect against new hazards. This requires a prevention-focused program that includes compliance with mandatory standards as well as the adoption of specific strategies to prevent problems from developing.

The April 5, 2010 tragedy at the Upper Big Branch mine highlighted the need to improve mine safety. The MSHA investigation of that tragedy revealed a workplace culture that valued production over safety, hid dangerous conditions, encouraged non-compliance, and prevented workers from speaking out about unsafe and unhealthy conditions.³⁰ The incident reinforced the need to change the culture affecting mine safety and health, and the need for MSHA to more aggressively use its tools under the Mine Act to enforce the law.

Enforcement Strategies

The foundation of MSHA’s enforcement strategy is the mandatory inspections it conducts at every mine (coal and metal/non-metal (MNM)) two times per year at surface mines and four times per year at underground mines. This universal enforcement program has been critical in providing protections to all miners and advancing a culture of safety and health in the mining industry. But mandatory inspections do more than create a blanket of protection for all miners; they are the key to MSHA’s ability to focus attention on the greatest areas of need in preventing deaths, injuries and illnesses on both a “micro” and “macro” level. By providing MSHA a comprehensive and dynamic knowledge base about health and safety in the industry, the data collected through the inspection process enable MSHA to intervene when it identifies serious violators of the Mine Act, and to monitor and address health and safety trends on an industry- or sector-wide basis. MSHA’s enforcement strategies include:

³⁰ Visit the [Upper Big Branch Mine-South Single Source Page](#) for inspection reports and statistics.

- **Mandated Inspections** of all underground mines four times per year and all active surface mines twice per year, as required by the Mine Act. These inspections form the core of MSHA's enforcement, providing a first-hand look at conditions in each mine on a regular basis. This is the most direct tool that MSHA possesses to secure safe and healthy work environments in the mining industry.
- **Impact Inspections began** in April 2010, following the explosion at the Upper Big Branch Mine. These inspections focus on mines with specific conditions, problems or compliance issues that merit increased agency attention and enforcement due to their poor compliance history or particular compliance concerns, including high numbers of violations or closure orders; indications of operator tactics, such as advance notification of inspections that prevent inspectors from observing violations; frequent hazard complaints or hotline calls; plan compliance issues; inadequate workplace examinations; high numbers of accidents, injuries or illnesses; fatalities; and adverse conditions such as increased methane liberation, faulty roof conditions and inadequate ventilation and respirable dust. A June 2013 review of mines receiving impact inspections showed that violations per inspection hour are down 18 percent, significant and substantial violation rate is down 25 percent, mine closure orders are down 52 percent, and the total lost time injury rate is down 14 percent.
- Conduct directed inspections based on mine conditions, screen mines for inclusion in the **Pattern of Violations (POV) Program**, and work with the Office of the Solicitor to seek injunctive relief or pursue criminal actions in egregious cases of non-compliance. The POV program restores safe and healthful conditions at mines with a pattern of significant and substantial (S&S) violations. MSHA sends written notices to mine operators that have a pattern of S&S violations. For each subsequent S&S violation, MSHA issues an order withdrawing miners from the affected area until the cited condition is corrected. These withdrawal orders continue until a complete inspection of the entire mine results in no S&S violations. Importantly, MSHA will use its authority under the Mine Act and the associated health and safety standards and regulations to revisit mines. An analysis of the 26 mines that have completed the POV process showed continuing overall improvement in compliance and health and safety conditions. The violation rate at those mines is down 38 percent, the total significant and substantial violation rate is down 60 percent, and the rate of mine closure orders is down 80 percent. The lost time injury rate has dropped 42 percent.

Outreach, Education, and Training

One of MSHA's key fatality prevention initiatives is the "Rules to Live By" program, which focuses attention on safety standards most commonly associated with mining deaths. MSHA educates mining companies about the need to eliminate these risk factors and increases enforcement to prevent the identified causes. Special attention, including increased fines, is given to serious violations of the top causes of mining fatalities, including powered haulage, falls, and machinery accidents.

MSHA obtained valuable information about dust monitoring and dust controls at mines inspected during the FY 2009 "Dustbuster" pilot program. MSHA found dust sampling

programs that did not adequately address proper maintenance of sampling equipment or ensure that samples are collected at the required times, mine operators that did not provide adequate oversight of the dust sampling practices of their certified persons, dust controls that were not always maintained in accordance with the MSHA-approved mine ventilation plan, and mine operators needing technical guidance on dust engineering controls. As a result, MSHA will continue to revise and improve underground coal mine inspections by initiating reviews of the quality of dust controls in mine ventilation and dust control plans to foster continued improvement. MSHA will also continue to monitor operator sampling equipment in conjunction with regular inspections and target/cite mine operators who fail to keep hazardous contaminant exposures below established limits. Best practices will be shared via the agency website for controlling exposures to respirable dust, silica and noise.

Effective approaches to reducing the risk of injury and disease among miners include providing that mine operator plans, particularly roof control and ventilation plans, effectively anticipate and control the hazards inherent to the underground mining environment. Similarly, providing that equipment, materials, and structures used in mines meet MSHA safety and health standards reduces miners' exposure to the hazards associated with their use. Accordingly, MSHA will monitor the timeliness with which it completes reviews of roof control plans, ventilation plans, and mining products.

MSHA will transform the central training facility, the Mine Health and Safety Academy, into a training hub where content is transmitted to the public using new technology for communications. This effort will expand the customer base and evolve the Academy from a historically inward-focused curriculum to a center of excellence for industry-wide training content. To accomplish this goal, MSHA will seek partnerships with stakeholders to broaden its reach. MSHA will modernize its training programs by replacing outdated, labor-intensive services with new cost-effective delivery approaches, such as distance learning utilizing teleconferencing technology. MSHA will continue to monitor approved instructors that provide health and safety training to miners. MSHA will also expand education, compliance assistance and outreach to the mining industry to foster a culture of safety.

Performance Goal MSHA 2.1 – Prevent death, disease, and injury from mining and promote safe and healthful workplaces for the Nation’s miners.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Five-year rolling average of fatal injuries per 200,000 hours worked (All MSHA Rate)	0.0164	0.0150	0.0141	0.0134	Targeted Decrease	Targeted Decrease	Targeted Decrease	Targeted Decrease
Percent of regular mandated coal and MNM inspections completed	100%	100%	100%	99%	100%	100%	100%	100%
Number of approved instructor evaluations		715	856	775	950	Targeted Increase	Targeted Increase	Targeted Increase
Percent of MNM mines receiving comprehensive health inspections				10%	20%	Targeted Increase	Targeted Increase	Targeted Increase
Percent of mine plan reviews completed timely	80%	78%	72%	70%	70%	Targeted Increase	Targeted Increase	Targeted Increase
Percent of 103(g) imminent danger complaint investigations initiated within 1 day of receipt	100%	100%	100%	100%	100%	100%	100%	100%

Strategic Goal 3

Promote fair and high-quality work environments

The Labor Department works to provide that workers have the opportunity to labor in fair and diverse workplaces. To strengthen and expand the middle class, the Department is committed to protecting workers' rights to fair treatment, good working conditions, and a voice in the workplace. When workers have a voice in the workplace – when they can communicate with management and seek to resolve workplace issues at their source – the result is safer, fairer, and better workplaces. Yet too many workers, especially vulnerable workers, feel that reporting workplace violations or safety hazards threatens their job security. Many fear that they will lose their job or face disciplinary action if they report hazardous working conditions or injuries sustained on the job. Through a combination of strategies, DOL is working to ensure that no worker has to risk his or her safety – or life – for a paycheck.

The Labor Department is responsible for enforcing minimum wage, overtime, and other wage laws to provide that businesses that play by the rules have the opportunity to operate on a level playing field with their competitors. Wage violations are more likely to occur in entry-level and lower-wage jobs, and the Department protects the rights and opportunities of the country's most vulnerable workers by strategically investing its enforcement resources. These strategies, detailed below, are key to both creating opportunities for workers to keep what they earn and to ensuring fairness in an extremely competitive business environment.

Three strategic objectives support Strategic Goal 3:

- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 3.2 Protect workers' rights.
- 3.3 Secure wages and overtime.

Eight DOL agencies have programs, performance goals, and measures that contribute to the achievement of this goal.

Through the work of the Office of Federal Contract Compliance Programs (OFCCP), DOL requires that Federal government contractor and sub-contractor establishments provide equal employment opportunities leading to a fair and diverse workplace. The Office of Disability Employment Policy (ODEP) develops policy and strategies to reduce barriers to employment for individuals with disabilities. The Women's Bureau develops policies to promote the welfare of wage-earning women. The Women's Bureau and the Wage and Hour Division (WHD) promote workplace flexibility for family and personal caregiving. The Occupational Safety and Health Administration (OSHA), the Mine Safety and Health Administration (MSHA), WHD, and the Women's Bureau conduct outreach to inform workers of their rights, and enable them to freely exercise those rights without fear of adverse consequences. This work also gives workers the opportunity to meaningfully

participate in workplace decision-making. Through these advances, workers have the opportunity to increase their voice in the workplace.

The Wage and Hour Division also promotes compliance with minimum wage and overtime laws in the regulated communities, protecting workers' opportunity to keep what they earn, and earn what they are entitled to. WHD concentrates its compliance programs on ensuring fair compensation for the most vulnerable workers – agricultural and young workers, workers in fissured industries,³¹ and individuals with disabilities – while continuing to protect the rights of all those who seek WHD's assistance.

Strategic Objective 3.1 – Break down barriers to fair and diverse workplaces and narrow wage and income inequality.

The vibrancy of the American economy depends upon the effective use of all of the Nation's labor resources. Discrimination on the basis of race, color, religion, sex, national origin, disability, or status as a protected veteran not only adversely impacts America's workers and families, but also inhibits economic growth. The Secretary of Labor's vision of *promoting and protecting opportunity* includes ensuring that Americans work in workplaces that value diversity and are free from discrimination.

Labor Force Participation – Workplace diversity is good for business and gives employers the opportunity to compete in the global economy – because business growth will depend on meeting the needs of changing demographics and diverse communities of workers as well as consumers. Given the importance of diversity to the Nation's economy, workplaces need to be fair and diverse. Between 1973 and 2013, the labor force participation rate for women had a net increase of 12.5 percentage points, expanding from 44.7 to 57.2 percent, with a peak of 60.0 percent in 1999.³² During the same period, the African-American labor force participation rate slightly increased from 60.2 percent in 1973 to a peak of 65.8 percent in 1999-2000 before trending down to 61.2 percent in 2013.³³ The unemployment rate among African-Americans was 9.4 percent in 1973 and 13.1 percent in 2013, with a low of 7.6 percent in 2000.³⁴ Labor force participation for Latinos rose from 60.2 percent in 1973 to a peak of 69.7 percent in 2000, then trended down to 66.0 percent in 2013. For Latino men, the labor force participation rate was 76.3 percent in 2013, down from a peak of 81.5 percent in 2000.³⁵ The Department will be implementing strategies that aim to break down barriers to fair and diverse workplaces.

³¹ "Fissured" industries are explained under Strategic Objective 3.3. Briefly, the term refers to those industries in which employment relationships have been 'fissured' among multiple parties through subcontracting, third-party management, franchising, independent contracting and other contractual forms that make the worker-employer relationships tenuous and less transparent.

³² Bureau of Labor Statistics, Current Population Survey, *Employment status of the civilian noninstitutional population 16 years and over by sex, 1973 to date*. U.S. Department of Labor. www.bls.gov/cps/cpsaat03.pdf.

³³ Bureau of Labor Statistics, Current Population Survey, *Employment status of the civilian noninstitutional population by age, sex, and race, 2013 annual averages*, www.bls.gov/cps/cpsaat03.pdf; and *Labor Force participation rates by gender, race, and Hispanic or Latino ethnicity, 1972-2012 annual averages*, Labor Force Characteristics by Race and Ethnicity, 2012. www.bls.gov/cps/cpsrace2012.pdf.

³⁴ Ibid; and *Unemployment rates by gender, race, and Hispanic or Latino ethnicity, 1972-2012 annual averages*, Labor Force Characteristics by Race and Ethnicity, 2012.

³⁵ Bureau of Labor Statistics, Current Population Survey, *Employment status of the Hispanic or Latino population by age and sex, 2013 annual averages*. www.bls.gov/cps/cpsaat04.pdf; and *Labor Force participation rates by gender, race, and Hispanic or Latino ethnicity, 1972-2012 annual averages*, Labor Force Characteristics by Race and Ethnicity, 2012.

Although many people with disabilities are prepared, willing, and able to work, they remain a largely untapped labor pool. As a result, they remain out of the labor force at a much higher rate than those reporting no disabilities. The Bureau of Labor Statistics reported that in 2012 the unemployment rate of people with disabilities ages 16 and over was 13.4 percent, compared to 7.9 percent for those without a disability.³⁶ But the more important story is told by the statistic showing the percentage of the population of persons with disabilities that is working. In 2012, the employment-population ratio for persons with a disability was only 17.8 percent, compared with 63.9 percent for persons reporting no disability.³⁷ These data demonstrate a clear need for transformational action.

Data indicate wage and income inequality continue to exist for women, minorities, and people with disabilities. In 2013, women working full-time in wage and salary jobs earned 82 percent of what men earned.³⁸ The earnings gap between African American and Hispanic women and White men is even greater. Since 2001, the gender wage gap has narrowed by 6.0 percentage points.³⁹ However, women continue to comprise a majority of employees in many low-wage sectors.⁴⁰ People with disabilities earn 75 percent of what people without disabilities earn.⁴¹ OFCCP, ODEP, and the Women's Bureau promote fair and, high-quality work environments, where workers earn fair wages and their contributions are respected.

Workplace Flexibility – On March 31, 2010, the Council of Economic Advisers released a report presenting an economic perspective on flexible workplace policies and practices. *The Work-Life Balance and the Economics of Workplace Flexibility*⁴² report highlights changes in American society over the past half century, including the increased number of women entering the labor force, the prevalence of families where all adults work, increasing eldercare responsibilities, and the rising importance of continuing education. These trends have increased the need for flexibility in the workplace.

Flexible workplace arrangements can impact when, where, or how much one works (including time off after childbirth or other life events). They include arrangements such as job sharing, phased retirement of older workers, and telecommuting, to allow workers to continue contributing to the workforce while also attending to family responsibilities. Advances in assistive technologies and improved communications technologies enable individuals to enter and remain in the workplace.

³⁶ Bureau of Labor Statistics, Current Population Survey, *Persons with a Disability: Labor Force Characteristics – 2012*. www.bls.gov/news.release/pdf/disabl.pdf.

³⁷ Ibid.

³⁸ Bureau of Labor Statistics, Current Population Survey. *Median weekly earnings of full-time wage and salary workers by selected characteristics*. U.S. Department of Labor. www.bls.gov/cps/cpsaat37.htm.

³⁹ Hayes, Jeffrey. 2011. *Women's Median Earnings as a Percent of Men's Median Earnings, 1960-2009 (Full-Time, Year-Round Workers) with Projection for Pay Equity in 2056*. IWPR Publication #Q004. Washington, DC: Institute for Women's Policy Research. www.iwpr.org/publications/pubs/women2019s-median-earnings-as-a-percent-of-men2019s-median-earnings-1969-2009-full-time-year-round-workers-with-projection-for-pay-equity-in-2056/at_download/file (accessed March 7, 2012).

⁴⁰ *Fifty Years After the Equal Pay Act: Assessing the Past, Taking Stock of the Future*. National Equal Pay Task Force, June 2013.

⁴¹ Census Bureau, Disability Employment Tabulation (2008-2010) Press Release. Available at www.census.gov/newsroom/releases/archives/american_community_survey_acs/cb13-47.html or www.census.gov/people/disabilityemtab/.

⁴² *Work-Life Balance and the Economics of Workplace Flexibility*, Executive Office of the President, Council of Economic Advisors Report, March 2010.

WHD, ODEP, and the Women's Bureau will implement strategies that promote inclusive workplaces and level the playing field for all workers. These agencies have long recognized that to sustain a productive and healthy workforce, fair and flexible workplace policies and practices that support the realities of balancing work and life are critical to the Nation's economy. The Department's workplace flexibility agenda includes promoting such policies and practices (e.g., access to sick leave, schedule control, and flexible work hours, and improving workplace culture around the acceptance of voluntary and mandatory leave programs) to encourage employers and influencers in the business community to implement workplace flexibility.

Performance Goal OFCCP 3.1 – Enforce affirmative action and nondiscrimination in Federal contractor workplaces.

OFCCP's mission is to enforce, for the benefit of job seekers and wage earners, the affirmative action and nondiscrimination required of those who do business with the Federal government. This mission protects workers' equal opportunity to obtain jobs and promotes equal opportunity to succeed in those jobs, including equal pay for equal work.

OFCCP administers and enforces three legal authorities that require equal employment opportunity: Executive Order 11246, as amended; Section 503 of the Rehabilitation Act of 1973, as amended; and the Vietnam Era Veterans' Readjustment Assistance Act (VEVRAA) of 1974, as amended. Together, these laws ban discrimination and require Federal contractors and subcontractors to take affirmative action to provide that all individuals have an equal opportunity for employment, without regard to race, color, religion, sex, national origin, disability, or status as a protected veteran.

OFCCP will strengthen its enforcement approach, implement regulatory reform, and expand stakeholder engagement activities to enforce affirmative action and nondiscrimination in Federal contractor workplaces.

Strengthening Enforcement of the Contractual Promise of Equal Employment Opportunity

Strengthening OFCCP enforcement is part of a multi-year effort to restore OFCCP as a premier civil rights agency. Strengthening enforcement activities will provide that workers are recruited, hired, promoted, retained, and compensated fairly and equitably by Federal contractors and subcontractors. As part of this effort, OFCCP is working with the Department's Chief Evaluation Office to develop outcome-focused measures to gauge the impact of the agency's enforcement activities on contractor compliance over time.

Active Case Enforcement (ACE) – OFCCP will focus on increasing the thoroughness and breadth of investigative efforts through the continued implementation of ACE. In FY 2014, OFCCP will fully implement the investigative approach outlined in the ACE directive through a focus on the quality of its compensation cases. These procedures will substantially improve its ability to identify and remedy systemic cases – including those involving a pattern of pay discrimination impacting large numbers of employees.

Mega Construction Projects – According to BLS, construction will be one of the three industries projected to add the most jobs between 2010 and 2020.⁴³ While the construction sector has been the source of high-skilled, middle class jobs for millions of American workers, progress in increasing women’s participation has slowed in recent years. For these reasons, OFCCP plans to improve the agency’s focus on Mega Construction Projects. A Mega Construction Project is any General Services Administration (GSA) major construction project with a contract value of \$25 million or more that GSA, in consultation with OFCCP, determines will have a major employment and economic impact on a community, and that is scheduled to last for more than one year. Because Mega Projects are high-profile, OFCCP’s focus on them can garner significant attention from contractors and the public. Mega Projects give OFCCP the opportunity to provide that those organizations that recruit and train qualified trades workers can begin to provide a pipeline of such workers for the jobs that will be needed as the projects progress.

Section 503 and VEVRAA Enforcement – OFCCP will continue to conduct full desk audits in all cases to evaluate employers’ compliance with protections for people with disabilities (Section 503) and protected veterans (VEVRAA). OFCCP will investigate all discriminatory practices within its purview and enforce the requirements for effective affirmative action programs. This requires that Federal contractors are committed to advancing equal employment opportunity for and engaging in outreach to minorities, women, individuals with disabilities, and protected veterans.

Reinforcing Equal Employment Opportunity Requirements through Regulatory Reform

Through regulatory activities, OFCCP establishes required actions for Federal contractors to implement affirmative action obligations. These actions address recruitment, training, and apprenticeships. OFCCP will focus on regulatory reform to increase the employment opportunities available to individuals with disabilities, protected veterans, women, and under-represented minority populations. For example, in FY 2014, OFCCP will continue updating its regulations and guidelines, including its construction regulations and sex discrimination guidelines, and will draft final rules on compensation data collection. Additionally, OFCCP will fully implement two final rules to protect the workplace rights of protected veterans and people with disabilities. These final rules strengthen affirmative action requirements by Federal contractors and subcontractors to increase employment opportunities for protected veterans and individuals with disabilities through increased recordkeeping, contractor analyses of hiring, and use of numerical benchmarks and goals to measure the effectiveness of affirmative action efforts.

Expanding Stakeholder Engagement through Effective Relationships

OFCCP’s external stakeholder engagement educates and empowers workers to make informed decisions about exercising their employment rights. OFCCP’s outreach strategy emphasizes increased community engagement, establishing meaningful relationships with stakeholders to reach workers most at risk of experiencing workplace discrimination. For instance, in FY 2014, OFCCP will prioritize the development of effective and strategic relationships with an array of stakeholders to drive positive workplace change for workers. These stakeholders include community-based organizations, advocacy groups, employee

⁴³ Bureau of Labor Statistics, Employment Projections – 2010-20, Table 3. The 20 industries with the largest projected wage and salary employment growth, 2010-20 (February 1, 2012). Available at www.bls.gov/news.release/pdf/ecopro.pdf.

resource groups, job placement providers, unions, and State and local government and intergovernmental agencies. OFCCP will improve the agency's relationship building capacity and meaningful engagement with stakeholders that facilitate OFCCP's mission to protect workers and promote equal employment opportunity.

OFCCP will utilize compliance assistance sessions and seminars to inform contractors – especially first-time contractors and small businesses – of their obligations. OFCCP will promote promising practices and recognize those contractors who implement proactive strategies that eliminate employment discrimination.

Performance Goal OFCCP 3.1 – Enforce affirmative action and nondiscrimination in Federal contractor workplaces.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of compliance evaluations and complaint investigations completed 1/	4,013	4,007	4,220	4,290	4,290	4,290	4,290	4,290
Percent of conciliation agreements that remedy either Section 503 or VEVRAA violations				Base	TBD	TBD	TBD	TBD
Percent of discrimination conciliation agreements with pay discrimination findings 2/		34%	25%	35%	40%	40%	40%	40%

1/ Through 2018, OFCCP will prioritize the identification of larger systemic discrimination cases with the potential for helping more workers. This shift in focus will require compliance officers to spend more time on each compliance evaluation and may affect the number of compliance evaluations completed.

2/ In 2015, OFCCP plans to reach the target of 40 for the percent of discrimination conciliation agreements with pay discrimination findings. Increasing this target will limit the impact on other program priorities.

Performance Goal ODEP 3.1 – Foster inclusive workplaces to promote the employment, reemployment, retention, and advancement of people with disabilities.

In the nearly 24 years since the signing of the Americans with Disabilities Act, significant progress has been made towards giving all Americans the opportunity to make of our lives what we will. Yet, in times of prosperity and in times of challenge, people with disabilities have had fewer opportunities in the Nation's workplaces than those who do not have disabilities. By enforcing existing laws, providing assistance and information on reasonable accommodations, and removing barriers to work and reemployment, the Labor Department is the Federal government's leader in expanding and protecting employment opportunities for Americans with disabilities.

ODEP promotes the employment of people with disabilities by developing, validating, and disseminating policies and effective practices. ODEP then conducts outreach and provides technical assistance to stakeholders to promote the adoption and implementation of these policies and practices. Through these activities, ODEP contributes to break down barriers to fair and diverse workplaces and narrow income inequality.

Promoting the Alignment of Policy and Funding across Systems

To promote the adoption and implementation of ODEP policy strategies and effective practices, ODEP will:

- Enhance opportunities for integrated employment where people with disabilities work alongside co-workers without disabilities and are paid the greater of minimum or prevailing wages and provided commensurate benefits. Through policy development, technical assistance, information sharing, and collaboration with States, the Employment First initiative promotes the premise that all citizens, including individuals with significant disabilities, are capable of full participation in integrated employment and community life. Many States have committed to the Employment First framework. Through the Employment First State Mentorship Leadership Program, ODEP will assist States in implementing this approach.
- Enable youth to transition successfully to careers by improving service delivery through policy development, technical assistance, information sharing, and collaboration. For example, ODEP will implement the Youth Advisory Council on Transition project to increase the capacity of youth with disabilities to serve as leaders on transition-related issues within their communities.
- Partner with State Workforce Agencies on initiatives such as the Disability Employment Initiative (DEI), a grant program to improve the ability of American Job Centers to effectively serve people with disabilities. DEI grantees assist disabled recipients of Social Security benefits to obtain needed employment and training related services.
- Provide technical assistance to private employers and Federal and State government entities to increase the hiring, retention, and advancement of people with disabilities in the workplace. This includes initiatives and resources supporting the implementation of Executive Order 13548, Section 503 of the Rehabilitation Act, and ODEP's business engagement strategy. It also includes work to support employers in offering accommodations to employees with disabilities, primarily through the Job Accommodation Network (JAN), which provides technical assistance to the general public via phone, email, and web chat. JAN also provides online resources and publications, and training on individualized job accommodations and workplace strategies for job applicants and employees with disabilities.

Performance Goal ODEP 3.1 – Foster inclusive workplaces to promote the employment, reemployment, retention, and advancement of people with disabilities.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of policy outputs	41	39	54	82	82	86	89	90
Number of effective practices	44	131	192	125	130	131	135	140
Percent of entities that implement ODEP sponsored or developed policy strategies and effective practices				Base	TBD	TBD	TBD	TBD

Performance Goal WB 3.1 – Reduce barriers inhibiting or preventing women’s access to – and retention in – better jobs, and ensure women’s fair treatment in the workplace.

The mission of the Women’s Bureau (WB) is to develop policies and standards and conduct inquiries to safeguard the interests of working women, advocate for their equality and economic security for themselves and their families, and promote quality work environments. This mission is as critical today as it has been since the agency was established in 1920 as women now comprise almost half of the Nation’s workforce, and their contributions are vital to our country’s economic prosperity. The Women’s Bureau’s mission is critical to the Secretary’s vision for the Department. An opportunity economy includes workplaces free of discrimination, equal pay for equal work, and fair and equitable working environments. The Women’s Bureau initiatives go to the heart of these issues.

Fostering and Informing Policy and Program Changes through Research, Studies, Economic Analysis, and Evaluation

The Women’s Bureau researches cutting-edge issues that impact the lives of women in the labor force and examines the diverse causes and consequences of women’s unique experiences in the workforce. The WB uses its research to identify and formulate practices and policies that support working women and inform strategic interventions and recommends these practices and policies within DOL and the Federal government, national organizations, and local communities. The Women’s Bureau identifies trends, data gaps, policy and programmatic needs, and promising practices. The WB’s research methods include economic, legislative, and policy analysis, surveys and on-the-ground data collection, such as listening sessions and focus groups. WB’s research also informs the development of tools and resources which the Women’s Bureau utilizes when providing technical assistance to collaborators. Additionally, WB’s research is used by other agencies and organizations to support their work on related initiatives and programs.

In the coming years, to foster and inform policies and programs that promote women’s participation, retention and advancement in the workforce, the Women’s Bureau will conduct research in industries with low percentages of women workers, such as transportation, manufacturing and technology; lower-paying high growth occupations; workforce flexibility; older women workers; working women with disabilities (in collaboration with ODEP); women veterans’ employment trends (in collaboration with VETS); and equal pay.

Promoting Implementation of Policies and Programs, including Public Policy, Federal Programs and Initiatives, Workplace Practices and Solutions

The WB’s long-term goal is to change behavior by bringing about policy, practice or program changes to enhance women’s employment opportunities, economic security, and/or working conditions. The Women’s Bureau promotes and advances organizational changes and promising practices, tools, policies, and strategies in part by developing relationships with, supporting and influencing the efforts of, and providing technical assistance to influential collaborating organizations. The collaborators include other DOL and Federal agencies; public, non-profit, and private sector organizations; workforce development professionals; women’s organizations; and other targeted entities. The WB

uses technical assistance as a “platform for linking research to action to meet the specific needs of the organization.”⁴⁴

The Women’s Bureau also develops tools related to key working women’s issues to be shared with employers, constituents, internal and external collaborators, and other stakeholders. These tools highlight information that can be used to implement strategic policy, practice and program changes to enhance women’s employment opportunities, economic security, and/or working conditions. The WB will continuously evaluate and test the models it uses to promote the implementation of policies and practices.

Performance Goal WB 3.1 – Reduce barriers inhibiting or preventing women’s access to – and retention in – better jobs, and ensure women’s fair treatment in the workplace.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of policy and research outputs	6	11	3	20	10	11	12	13
Percent of collaborators who implement recommended policies/strategies				Base	TBD	TBD	TBD	TBD

Strategic Objective 3.2 – Protect workers’ rights.

The Secretary’s vision provides workers a voice in the workplace so that they may actively participate in the protection and promotion of their workplace rights without hindering their employment growth opportunities. Workers are more likely to have a voice in the workplace if they are better informed of their employment rights, and are better able to freely exercise those rights and overcome their fear of adverse consequences. Research indicates that workers who have access to information on their employment rights are significantly more likely than workers who don’t to report violations of those rights to employers or government.⁴⁵

Throughout the 20th century and continuing into in the 21st century, American unions have provided American workers with protections in the workplace and contributed to the passage of legislation assuring safe and healthy workplaces, access to a secure retirement, the opportunity for workers to obtain training and skills, and equal treatment for women and minorities at the workplace. To secure these benefits, unions must operate in a democratic and transparent manner, assuring all members equal treatment and the guarantee that union assets will be safeguarded.

The Department of Labor plays an important role in protecting workers who exercise their workplace rights. The Office of Labor-Management Standards (OLMS) provides safeguards that promote transparent financial practices and democratic elections among unions. OSHA, MSHA, and WHD also provide a range of protections for workers who claim their rights – whether relating to their health, safety, wages, benefits, or their employers’ business practices – are being violated.

⁴⁴ West, Gary R., Sheila P. Clapp, E. Megan Davidson Averill, and Willard Cates, Jr., *Defining and assessing evidence for the effectiveness of technical assistance in furthering global health*, Global Public Health (7:9) 915–930 (2012).

⁴⁵ West, Gary R., Sheila P. Clapp, E. Megan Davidson Averill, and Willard Cates, Jr., *Defining and assessing evidence for the effectiveness of technical assistance in furthering global health*, Global Public Health (7:9) 915–930 (2012). Information about the ongoing DOL evaluation titled, *Workers’ Rights — Access, Assertion, and Knowledge (WRAAK)*, is available at www.dol.gov/asp/evaluation/ongoing/OSHAWHDVoice.htm.

To *promote and protect opportunity* across the globe and provide that workers everywhere enjoy their rights and have a voice in the workplace, the Bureau of International Labor Affairs (ILAB) will work with other governments, with workers' organizations and with employers in those countries, especially developing country trading partners, to promote compliance with labor laws and adoption of policies that improve working conditions and protect worker rights. ILAB will use dispute settlement mechanisms under trade agreements and technical assistance and development projects that aid Labor Ministries, trade unions, and employers' organizations to ensure that the workers' rights are protected. ILAB's strategies and its performance measures are discussed in DOL's Strategic Goal 1, specifically Strategic Objective 1.3: Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.

Performance Goal OLMS 3.2 – Promote union financial integrity, transparency, and democracy.

For more than 50 years, OLMS has safeguarded the rights and interests of millions of American workers. OLMS administers the Labor-Management Reporting and Disclosure Act (LMRDA) and related laws. These laws primarily establish safeguards for union democracy and union financial integrity and require public reporting by unions, union officers, union employees, employers, labor consultants, and surety companies.

Holding labor organizations to higher standards of accountability, transparency, and democracy makes them a more effective voice in the workplace, the community and the political and economic system at large, and more effective in *promoting and protecting opportunity*. But when these high standards of democracy, transparency, and accountability are compromised, through fraud or embezzlement, flawed elections, or violations of member rights, unions lose effectiveness in collective bargaining, organizing, representation, and lobbying. Their standing in the workplace, their community, and society at large suffers and is not easily regained.

Promoting Union Financial Integrity and Transparency

The unionized sector of the American workforce that is covered by the LMRDA includes 22,600 unions representing 14.3 million employees. OLMS takes a proactive approach in executing its authority to require that union officers and employees fulfill their fiduciary duties and refrain from committing crimes or LMRDA violations. OLMS not only initiates investigations in response to union member complaints, but also based on information (1) gathered through the review of the reports filed by unions and union officers, (2) developed through a program of auditing union books and records, and (3) obtained from other government agencies. Specifically, OLMS conducts embezzlement investigations to protect and safeguard union funds and assets. When OLMS uncovers possible embezzlement violations by union officers or employees, OLMS refers the information to the U.S. Attorney for criminal prosecution, if warranted.

To protect union assets, OLMS constantly seeks new ways to identify fraud and embezzlement. By becoming more effective at selecting unions to audit, OLMS more efficiently uses its resources to deter and detect wrongdoing and avoids burdening compliant unions.

OLMS will promote union financial integrity (in which union assets are used solely for union members’ benefit) by conducting Compliance Audit Program audits of unions to uncover embezzlement and other criminal and civil violations of the LMRDA. OLMS will use a case predicate tracking system and a risk-based “red flag” model to increase the percent of selected audits that result in a criminal case.

OLMS is also making it easier for unions, employers, and consultants to file the financial and activity reports required under the LMRDA. Accurate, reliable, and timely information is crucial to union democracy, financial integrity, and labor-management transparency. Paper reports must be registered manually, shipped to a contractor for scanning, audited for acceptability, and loaded into the reporting database. Reports filed electronically are posted to the OLMS website immediately. Encouraging and simplifying electronic filing makes the finances of unions and the activities of employers and consultants more transparent and gives members and other interested parties more timely access to the reports. Therefore, to increase transparency, OLMS will use existing outreach tools (e.g., seminars, compliance assistance incidental to an audit) to introduce and encourage union leaders and other filers to use web-based forms.

Promoting Democratically-Run Unions

While the particulars of union officer elections are governed by union constitutions and by-laws, Title IV of the LMRDA provides for a number of procedural and substantive safeguards and protects the rights of members to complain to OLMS if the election process is flawed. When an election complaint is filed with the Secretary, OLMS conducts an investigation. If violations are uncovered which may have affected the election outcome, OLMS remedies those violations by supervising a new election. Timely resolution of these complaints is a paramount goal of the LMRDA, which specifies that OLMS must file election enforcement actions in Federal court within 60 days. By improving its election case processing time, OLMS can more quickly resolve complaints and better protect union democracy.

Specifically, OLMS will promote democratically-run unions by expediting negotiation of voluntary agreements with unions for supervised re-run elections where violations occurred that may have affected outcomes. OLMS will also employ an early-intervention system to engage in earlier discussions among the investigators, field managers, and the Solicitor’s Office on complex cases.

Performance Goal OLMS 3.2 – Promote union financial integrity, transparency, and democracy.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of disclosure reports filed electronically by unions, employers, and consultants	21.4%	37.8%	34.5%	38.5%	42.5%	46%	48%	50%
Average number of days to resolve union officer election complaints	79	71	75	74	73	72	71	70
Percent of targeted union audits that result in a criminal case	15.80%	13.81%	14.25%	14.75%	15.00%	15.25%	15.50%	16.00%

Performance Goal MSHA 3.2 – Protect miners from discrimination.

America's working men and women – including our Nation's miners – deserve the opportunity to provide for their families without unnecessary risk to their health, safety, and livelihood. DOL's Mine Safety and Health Administration protects the rights of miners, and works to combat workplace health and safety issues unique to the mining industry. These miners have the right to identify safety and health hazards without fear of reprisal, and if miners believe a violation of a mandatory health or safety standard or other danger exists, they have a right to request an MSHA inspection without retaliation or discrimination. MSHA protects these rights, while employing innovative strategies to increase compliance within the regulated community of mine operators – critical elements to ensuring that miners have the opportunity to thrive in safe, healthy workplaces. Testimony in the wake of the Upper Big Branch mine disaster suggested that workers in the mining industry fear reprisal or retaliation for raising valid safety concerns.⁴⁶ Additionally, miners do not fully understand their rights and protections under the law. This undermines those statutory protections and limits MSHA's ability to carry out its mission. MSHA must provide that miners are knowledgeable about their rights under the Mine Act and that they know they are free to exercise those rights without discrimination or other forms of interference in the exercise of these rights. MSHA must protect those who suffer discrimination or unlawful repercussions when they exercise these rights to be participants in protecting their own health and safety.

To protect mining industry workers rights, MSHA will investigate all discrimination complaints miners file with the Agency under section 105(c) of the Act – and implement the following strategies:

- MSHA will review all discrimination investigations completed in FY 2014 to provide that rights are adequately protected and investigations are thorough. This review will provide an added level of accountability for the discrimination investigation process and demonstrate MSHA's commitment to protecting a miner's right to report health and safety hazards without fear of retaliation.
- MSHA will inform the industry and miners of their rights and responsibilities under the Mine Act by providing miners with the knowledge to exercise their rights through training and the distribution of educational materials at the mine site.
- The Special Investigation Program encompasses investigations of knowing and willful violations of the Mine Act including civil and potential criminal violations, violations of miners' rights under the Mine Act, and other issues such as denials of access to mine property and serious accidents. MSHA will improve the Special Investigations Program to better protect the individual and collective rights of miners and support the prosecution of criminal violations of the Mine Act.

⁴⁶ U.S. House, Committee on Education and Labor, The Upper Big Branch Mine Tragedy, Field Hearing, May 24, 2010 (Serial No. 111-65). Washington: Government Printing Office, 2010.

Performance Goal MSHA 3.2 – Protect miners from discrimination.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of 105(c) investigations of miner discrimination complaints that are completed within 60 days of receipt	86%	85%	76%	75%	85%	Targeted Increase	Targeted Increase	Targeted Increase
Percent of investigations of miner requests for temporary reinstatement that are completed within 20 days of receipt	70%	80%	72%	70%	75%	Targeted Increase	Targeted Increase	Targeted Increase

Performance Goal OSHA 3.2 – Protect employees’ rights to file health and safety complaints and prevent discrimination against workers who report hazards.

Enforcement of worker protection laws is critical to protecting opportunity for all workers. Workers must feel free to exercise their right to identify hazardous conditions and request inspections without fear of retaliation or discrimination. To this end, OSHA works to improve worker and employer awareness of OSHA rights through outreach to small business and vulnerable workers in high-risk industries.

Strengthening the Enforcement of Whistleblower Protection Statutes

OSHA administers and enforces twenty-two whistleblower protection statutes that protect workers who speak out to report perceived violations of the law. Principally, this includes Section 11(c) of the Occupational Safety and Health Act (OSH Act), prohibiting employers from discriminating against employees for bringing workplace hazards to the attention of the employer or the Agency. The additional twenty-one whistleblower protection provisions protect workers in a variety of industries who exercise their right to speak out against unsafe and/or unlawful behavior, including violations of airline, commercial motor carrier, consumer product, environmental, financial reform, food safety, health insurance reform, motor vehicle safety, nuclear, pipeline, public transportation agency, railroad, maritime, and securities laws. OSHA provides information to the public regarding worker rights under these laws, and information regarding how to file complaints under the whistleblower protection provisions on the Whistleblower Protection Program website, www.whistleblowers.gov.

Over the last 17 years, OSHA’s whistleblower enforcement responsibilities have increased markedly. Complaints have increased from about 1,900 filed annually in 1997 to 2,877 projected in FY 2014. To address this expanding need, OSHA strengthened its Whistleblower Protection Programs, including elevating the program to a stand-alone Directorate of Whistleblower Protection Programs, establishing the Whistleblower Protection Advisory Committee, increasing staffing, creating an internal steering committee, strengthening ties between the program and the Office of the Solicitor, increasing training to field staff, and providing better policy guidance, outreach, and training.

OSHA’s effective enforcement of these laws is essential so that workers feel safe to speak out when they encounter unsafe or illegal activity in the workplace, and defends workers’ ability to bring workplace hazards to OSHA’s attention.

Performance Goal OSHA 3.2 – Protect employees’ rights to file health and safety complaints and prevent discrimination against workers who report hazards.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Average age of pending whistleblower investigations				Base	TBD	TBD	TBD	TBD
Average days to complete new complaint screening process				Base	TBD	TBD	TBD	TBD

Performance Goal WHD 3.2 – Increase corporate compliance with the Family and Medical Leave Act.

The Family and Medical Leave Act entitles eligible employees of covered employers to take unpaid, job-protected leave for specified family and medical reasons with continuation of group health insurance coverage as if the employee had not taken leave. The Act protects these employees’ opportunity to maintain their employment during difficult times. On the 20th Anniversary of FMLA, the Department of Labor released findings of a survey titled *Family and Medical Leave Act in 2012: Final Report*, which shows that FMLA continues to make a positive impact on the lives of workers without imposing an undue burden on employers – and that employers and employees alike find it relatively easy to comply with the law.⁴⁷

The balance between workplace demands and family obligations has become increasingly difficult for U.S. workers in light of changing worker demographics and the increasing demands placed on working families. For the past 20 years, FMLA enforcement has been primarily complaint-driven: one employee and one compliance action to resolve a specific situation. WHD is changing its approach to FMLA enforcement to a more strategic approach centered on securing corporate-wide compliance with the Act through directed investigations. WHD will continue this shift in FY 2014 and beyond.

Performance Goal WHD 3.2 – Increase corporate compliance with the Family and Medical Leave Act.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of no violation FMLA cases	49.78%	43.39%	Base	40%	38%	37%	36%	35%

Strategic Objective 3.3 – Secure wages and overtime.

The Wage and Hour Division is responsible for administering and enforcing laws that establish the minimum standards for wages and working conditions in the United States. Collectively, these labor standards cover most private, State, and local government employment. They protect over 135 million workers in more than 7.3 million establishments throughout the United States and its territories.

The Labor Department works to *promote and protect the opportunity* of workers to earn a fair day’s pay and succeed in good jobs, and the opportunity of employers that play by the rules to count on a level playing field. The Labor Department is also committed to protecting the wages of America’s workers.

⁴⁷ Klerman, Jacob, Kelly Daley, and Alyssa Pozniak. *Family and Medical Leave in 2012: Technical Report*. Cambridge, MA: Abt Associates. (2012). Available at www.dol.gov/asp/evaluation/fmla/FMLA-2012-Technical-Report.pdf.

WHD is comprised of a nationwide staff of investigators, supervisors, analysts, technicians, and administrative employees who enforce and administer the minimum wage, overtime, and child labor provisions of the Fair Labor Standards Act (FLSA); the prevailing wage requirements and wage determination provisions of the Davis Bacon and Related Acts (DBRA) and Service Contract Act (SCA); the wages and working conditions under the Migrant and Seasonal Agricultural Worker Protection Act (MSPA); and the Employee Polygraph Protection Act (EPPA). WHD also enforces the field sanitation and temporary labor camp standards in agriculture and certain employment standards and worker protections of the Immigration and Nationality Act (INA).

ETA's Office of Foreign Labor Certification (OFLC) helps protect workers' wages by reviewing employer requests for certification of a foreign worker to work in the United States. OFLC requires that hiring foreign workers not adversely impact the wages and working conditions of American workers and that the employer has determined, where applicable, that no qualified American workers are willing or available to fill a given vacancy. Generally, employers are required to recruit U.S. workers prior to OFLC's certification. Additionally, employers are required to pay any foreign worker the wage rate that prevails in the area of employment for the occupation and to comply with all laws governing such employment.

Performance Goal WHD 3.3 – Provide that vulnerable workers are employed in compliance and secure sustained and verifiable employer compliance, particularly among the most persistent violators.

Over the last several years, WHD's enforcement strategies have evolved in recognition of the changes in industries and the growth of new business models. Advances in technologies and transportation as well as increased globalization and specialization have influenced the structure of businesses and modified how those businesses interact with their labor force. Business relationships are more fluid. Companies outsource key aspects of their production. Many workers are employed in industries with structures that contribute to the likelihood of labor standards violations. These business models are characterized by the use of subcontracting, franchising, temporary employment, labor suppliers, independent contracting, and a contingent workforce.⁴⁸ These practices are often found in industries such as hotel, construction, janitorial, restaurants, garment, and health care.

But despite these changes, businesses still have a responsibility to treat their workers fairly and observe all relevant worker protection laws. Businesses that play by the rules must have the opportunity to compete on a level playing field – and the Labor Department's enforcement of these laws is essential to maintaining that competition.

Young workers, agricultural workers, workers misclassified as independent contractors, and workers with disabilities are often at risk of experiencing labor violations. While others working in government contracts have no private right of action to pursue remedies on their own accord. The common thread among all these workers is reluctance to voice concerns to authorities when they are the subject of violations. Many lack knowledge of or the opportunity to exercise their rights in the workplace. For these reasons, WHD has increasingly focused its enforcement on achieving the greatest level of compliance within

⁴⁸ Weil, David, *Improving Workplace Conditions through Strategic Enforcement*, Boston University, (May 2010). Available at www.dol.gov/whd/resources/strategicEnforcement.pdf.

industries characterized by high labor violations and workers that are reluctant or unable to exercise their rights.

Strategic Enforcement to Increase Compliance for Workers and Maximize WHD's Compliance Impact

Balancing Complaint and Directed Enforcement – WHD's ability to achieve compliance on behalf of workers in this country is dependent on a balance of complaint and directed enforcement, including the effective use of enforcement tools; outreach to workers, worker advocates, and community organizations; compliance assistance to employers; and the promulgation of regulations that promote compliant behavior. To be effective in securing compliance, WHD will continue to increase the number and percentage of those directed investigations that are focused on those business models that contribute to non-compliance.

Complementary to the emphasis on directed investigations, WHD will continue to prioritize complaints consistent with the agency's program priorities, while ensuring that complaints involving a threat of imminent danger remain an immediate priority. The agency's strategic enforcement approach requires advanced planning that considers business models, industry practices, economic trends, and pursuing the worst violators efficiently and effectively. Planning also means being prepared to address sudden changes in local economies that place significant pressure on labor markets, leading to labor violations – from rapid industry growth or the devastating effects of a natural disaster.

Leveraging Resources – WHD's enforcement approach also includes strategies for leveraging outside resources to provide incentives for employers who have been investigated to stay in compliance and to provide non-investigated employers incentives to evaluate their wage and hour policies and make necessary changes. For example, WHD will leverage the enforcement authority of local, State and other Federal agencies and messaging through mainstream media through community resources such as newsletters, radio and television shows, and websites. WHD will leverage its partnership arrangements with other Federal, State and local agencies, and with worker and community-based organizations to satisfy the following criteria: the partnership should benefit the overall workforce, be a means for disseminating information on rights and/or obligations, and mitigate the fear of retaliation among workers who seek assistance in remedying violations. Stakeholder coordination will provide avenues for information gathering on compliance issues and opportunities to develop meaningful compliance assistance tools. Public information releases, issued through various news media and new technologies, will be used to inform the public of WHD laws, compliance actions taken, and penalties assessed.

Misclassification – WHD will continue to focus on detecting and deterring the inappropriate misclassification of employees as independent contractors and strengthening and coordinating Federal and State efforts to enforce labor violations arising from misclassification. Individuals wrongly classified as independent contractors are denied access to critical benefits and protections – such as family and medical leave, overtime, civil rights laws, and unemployment insurance – to which they may be entitled as regular employees. Worker misclassification also generates substantial losses to the Treasury and the Social Security, Medicare and Unemployment Insurance Trust Funds. WHD will implement Federal and State coordinated enforcement strategies.

ETA also contributes to the Department’s efforts to detect and deter misclassification by promoting information and data sharing activities among State UI agencies, the Internal Revenue Service (IRS), and Wage and Hour Division. Specifically, ETA will participate in weekly meetings with staff in the WHD, Solicitor’s Office, Office of Public Affairs, and Office of the Secretary. ETA will participate with the Questionable Employment Tax Practices (QETP) Oversight Team to promote information sharing initiatives between the IRS and State QETP member/participants. The Oversight Team is comprised of ETA, IRS, National Association of State Workforce Agencies, and State unemployment insurance agency staff. Also see misclassification discussion in Strategic Objective 4.1.

Prevailing Wage – The emphasis on prevailing wage enforcement will help middle class families, who will receive not just a minimum wage but a prevailing wage, remain in the middle class. WHD is responsible for determining and issuing prevailing wages and fringe benefits under SCA and DBRA. The prevailing wage programs protect local workers who may be disadvantaged by competition from outside labor offering their services at wages lower than those in the locality. Current and accurate prevailing wage rates provide a level of income consistent with local labor markets. Workers benefit only if the wages issued by the Department are accurate, up-to-date, and truly reflective of what is prevailing in the locality. WHD will implement a revised DBRA wage survey process and examine the SCA wage determination process to improve the quality and timeliness of wage determinations published by the agency.

Performance Goal WHD 3.3 – Provide that vulnerable workers are employed in compliance and secure sustained and verifiable employer compliance, particularly among the most persistent violators.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of compliance actions	33,293	34,139	34,231	33,635	34,771	39,432	45,863	49,258
Percent of directed investigations (excludes conciliations)	29%	40.63%	38%	40%	43%	45%	47%	50%
Percent of directed investigations in priority industries	81.74%	85.25%	85%	86%	86%	86%	87%	87%
Percent of complaint investigations in priority industries	67.33%	67.33%	68%	68%	70%	71%	72%	73%
Percent of directed no violation cases	30%	29.22%	23%	22%	20%	20%	20%	20%
Percent of complaint no violation cases	24.59%	21.29%	21%	20%	20%	20%	19%	19%
Average age of Davis-Bacon wage rates (in months) for non-residential construction	39	39	36	36	36	36	35	35

Performance Goal ETA 3.3 – Maintain oversight to provide that employers are compliant with wage and overtime laws with respect to certified foreign laborers.

Serving Job Seekers and Employers

Foreign-born residents – students, high and low skilled workers, professionals, and entrepreneurs, whether visiting temporarily or staying permanently – all make important contributions to strengthening U.S. economic competitiveness particularly in science,

high-tech innovation, and agriculture. As the Nation’s economy continues to recover, its ability to maintain and achieve greater competitiveness in the global marketplace requires the availability of certain employment-based immigration programs (which are reasonably balanced between promoting fair working conditions while effectively meeting employer needs for a skilled workforce). OFLC administers a range of foreign labor certification programs that may ultimately permit high-skilled workers to stay in the country and to provide U.S. farmers and other non-agricultural employers with a source of legal temporary foreign workers to serve the Nation’s agricultural and nonagricultural communities.

The seemingly conflicting challenge of attracting skilled foreign workers while providing that jobs are first available for Americans requires OFLC to focus its resources on ensuring that U.S. workers are provided access to jobs with fair pay and working conditions – and, at the same time, meeting required statutory and regulatory processing times for employer applications requesting foreign workers. This “dual” stakeholder interest base varies across occupations. In the coming years, OFLC will align budgetary, facilities, staffing, and technology resources to implement priority strategies to first ensure the timely processing of employer applications for low-skilled temporary jobs in accordance with recent regulatory actions. This alignment of limited public resources is consistent with the President’s blueprint for *Building a 21st Century Immigration System* (May 2011) to strengthen the Nation’s economic competitiveness by creating an immigration system that reflects the country’s values and diverse needs. A “smart 21st century system,” the President contends, “should provide farmers a legal way to hire the workers they rely on year after year, and it should improve procedures for employers who seek to hire foreign workers for jobs if U.S. workers are not available.”⁴⁹

OFLC places a high priority on processing employer applications for jobs requiring higher-level degrees and skills, and low-skilled temporary jobs in agriculture and nonagricultural occupations. This continuing priority contributes to providing that job seekers and employers have access to the skills they need to compete and succeed in the global economy. Additionally, OFLC measures the integrity of its processes and determinations to ensure that timeliness does not impact quality.

Performance Goal ETA 3.3 – Maintain oversight to provide that employers are compliant with wage and overtime laws with respect to certified foreign laborers.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of employer applications for H-1ZB resolved in 7 business days		100%	100%	100%	100%	100%	100%	100%
Percent of complete H-2A employer applications resolved within 30 business days before the date of need				80%	80%	80%	80%	80%
Percent of H-2B employer applications resolved in 30 days			85%	90%	90%	90%	90%	90%

⁴⁹ Executive Office of the President, *Building a 21st Century Immigration System*, May 2011, www.whitehouse.gov/blog/2011/05/10/president-s-blueprint-building-21st-century-immigration-system.

Performance Goal ETA 3.3 – Maintain oversight to provide that employers are compliant with wage and overtime laws with respect to certified foreign laborers.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Average processing time for PERM applications selected for integrity review (audit) 1/				350-450	475-600	TBD	TBD	TBD
Average processing time for PERM applications not selected for integrity review 1/				150-225	250-350	TBD	TBD	TBD

1/ Due to the uncertainty surrounding comprehensive immigration reform and its impact on the PERM program, ETA provided a range of days for the average processing time measures for FY 2014 and FY 2015 and TBD for FY 2016-2018.

Strategic Goal 4

Secure retirement, health, and other employee benefits and, for those not working, provide income security

Workplace benefits ensure that workers have the opportunity to remain in the middle class if they face a health care challenge, retire from their jobs, or experience a workplace accident or illness. Whether health insurance, unemployment insurance, workers' compensation, or retirement benefits, the Labor Department protects the benefits that are essential to America's middle class.

Retirement and health benefits are essential elements of income security for American workers and their families. The Department assists individuals who are eligible for unemployment insurance benefits. It also helps workers who lose their jobs but need continuing health coverage for themselves and for their families. By protecting retirement, health, and other employee benefits, the Department provides the opportunity for Americans to retire with dignity and economic security. The Department administers four workers' compensation programs that provide health, medical, and income replacement benefits to Federal and certain other designated workers who are injured at work or acquire an occupational disease, or their dependents. The Department also protects workers' benefits by enforcing laws against fraud, abuse, and mismanagement of employee benefits plans and by insuring defined-benefit pension plans. Strategic Objectives that support this goal are:

- 4.1 Provide income support when work is impossible or unavailable and facilitate return to work.
- 4.2 Improve health benefits and retirement security for all workers.

Four DOL agencies have programs that contribute to Strategic Goal 4. The Office of Workers' Compensation Programs (OWCP) administers four compensation programs that provide a safety net for injured or ill workers. Program benefits include monetary compensation for injury or illness, wage replacement, medical treatment, and vocational rehabilitation and other reemployment services. The Employment and Training Administration (ETA) administers the Unemployment Insurance (UI) Program which provides the unemployed with some income while they seek work, while the Employment Service matches job seekers and employers. ETA also administers the Trade Adjustment Assistance (TAA) Program which provides training, income support, job search allowances, relocation allowances, and employment and case management services to trade-affected workers. The Employee Benefits Security Administration (EBSA), through its enforcement of Title I of the Employee Retirement Income Security Act of 1974 (ERISA) and related health benefits laws, protects the security of retirement and health plan benefits and assets for all workers who have employer-sponsored plans. The Pension Benefit Guaranty Corporation (PBGC) is a government corporation created to encourage the continuation and maintenance of private sector defined-benefit pension plans, provide timely and uninterrupted payment of pension benefits, and keep pension insurance premiums at a minimum.

Strategic Objective 4.1 – Provide income support when work is impossible or unavailable and facilitate return to work.

OWCP protects the interests of workers who are injured or become ill on the job. As a result of job-related injury or illness, workers covered by programs administered by the Office of Workers' Compensation Programs are faced with potentially devastating economic, health, employment and other challenges. These issues arise from interruption of income while out of work; loss of income if permanently disabled and unable to work or, for survivors, due to death of the employee; temporary or permanent reduced capacity to return to work; temporary or permanent dislocation from prior employment; reduced capacity to find new employment; and prolonged need for ongoing medical care. To mitigate these problems, OWCP implements four Federal workers' compensation statutes.

- The ***Federal Employees' Compensation Act (FECA) Program*** provides wage-loss compensation, payment for medical treatment, return to work assistance, and vocational rehabilitation to civilian employees of the Federal government injured at work and to certain other designated groups. In the event of death, FECA provides ongoing monetary compensation to dependents.
- The ***Longshore and Harbor Workers' Compensation Act (Longshore) Program*** oversees the provision of similar benefits to injured private sector workers engaged in certain maritime and related employment, and by extension to contractors working overseas for the U.S. government under the Defense Base Act.
- The ***Black Lung Benefits (Black Lung) Program*** oversees the provision of monetary compensation and medical benefits to coal miners who are totally disabled due to pneumoconiosis arising out of coal mine employment, and monetary benefits to their eligible dependent survivors.
- The ***Energy Employees Occupational Illness Compensation Program Act (Energy Program)*** provides compensation and medical benefits to employees or survivors of employees of the Department of Energy (DOE), contractors or subcontractors with DOE, who worked on the Nation's nuclear weapons program and became ill due to exposure to radiation or toxic substances.

Additionally, the Secretary's vision of *promoting and protecting opportunity* includes a streamlined reemployment system to help unemployed job seekers return to work. A more effective and efficient workforce system expands opportunities for workers to get the skills they need, while timely and accurate payments to unemployed workers give individuals who have lost jobs the chance to stay afloat while finding their next job. Millions of workers and their families would have suffered even more without this program, and spending by those receiving benefit payments helped to stabilize economic activity during the recent period of economic contraction. The Federal-State UI program, established by Title III of the Social Security Act and the Federal Unemployment Tax Act, provides temporary, partial wage replacement to unemployed workers, providing them with income support when work is unavailable or impossible to find. To be eligible for benefits, unemployed workers must have worked recently, be involuntarily unemployed, and be able and available for work.

Performance Goal OWCP 4.1 – Provide income support when work is impossible or unavailable and facilitate return to work (RTW) for workers experiencing workplace injuries or illnesses.

High-quality and expeditious claims adjudication, together with benefits that are delivered timely and accurately, are critical to the successful provision of income support and medical care. OWCP staff performs claims intake and development, adjudication and dispute resolution, and processing of compensation claims and medical benefit bills for payment. OWCP balances production demands with standards of quality and compliance to provide that workers properly and promptly receive benefits and services. Among the OWCP programs, industry employers, insurance carriers, and Government agencies either have primary responsibility for payment of benefits or are key players in the OWCP claims and payment processes. To provide that these organizations effectively execute their responsibilities, OWCP proactively involves stakeholders by providing compliance assistance and training, conducting outreach, and facilitating communications and information exchanges.

Improving the Speed and Quality of Claims Intake and Processing

To improve the speed and quality of claims intake, OWCP will automate its data exchange and expand the conversion of OWCP case files to electronic form. Specifically, OWCP will convert claims forms and other documents to electronic form in the Energy, Longshore and Black Lung programs. OWCP will increase the ability for Federal agencies to meet FECA timeliness targets for filing injury and illness reports and wage-loss claims by automating its data exchange. To reduce the time and increase the security of information exchanges, OWCP will continue to implement a secure electronic records transfer system between DOL and the Department of Energy – and will develop such a system with the National Institute for Occupational Safety and Health (NIOSH). Additionally, OWCP will focus on providing its employees have a thorough understanding of the statutes, policies, procedures, and processes necessary to make timely and accurate decisions on claims by expanding the use of training plans. OWCP will also strengthen the portfolio of training material available online for employees, claimants, and stakeholders.

OWCP will improve the quality and efficiency of claims processing and accuracy and timeliness of benefit payments. For example, in the development of Black Lung claims evidence, OWCP will enlarge the pool of pulmonary physicians who can test claimants by incorporating the standards for the interpretation of digital radiology. OWCP and its stakeholders have been unable to recruit a new generation of medical providers since most in the medical community have switched to digital technology due to high maintenance costs associated with analog x-ray technology. By expanding the pool of providers via digital technology, OWCP can significantly reduce the time it takes to develop and submit medical evidence in miner-related claims. OWCP also will work with the National Coalition of Black Lung and Respiratory Disease Clinic members and other groups to encourage the swift scheduling and completion of DOL-paid initial examinations and to hold web-based seminars for clinic personnel, including physicians. OWCP will recruit and train more physicians, particularly oncologists and pulmonologists, to provide the medical opinions needed to develop Energy Program claims, clarify diagnoses, provide opinions on causation, and conduct impairment evaluations. Additionally, OWCP will meet quarterly with its partner agencies – the Department of Energy and Department of Health and Human Services – to monitor joint timeliness goals established for the Energy Program.

Improving the Accuracy, Timeliness, and Quality of Benefits



OWCP will implement several strategies to improve the accuracy, timeliness, and quality of the benefits delivered by the OWCP programs. For instance, OWCP will conduct outreach to Black Lung program customers and medical provider communities to improve the quality of medical evidence that is submitted with claims, foster a better understanding of the claims decisions issued, and use higher-credentialed physicians for diagnostic examinations to increase the credibility of initial eligibility decisions. For the Energy Program, OWCP will improve the management of the program's home health care benefits by training staff annually and conducting audits to ensure that appropriate services are approved. In FY 2014-2018, OWCP will use performance measures to gauge the quality of its processes and outputs. Additionally, OWCP will expand the use of surveys of OWCP customers and stakeholders to identify improvements in service quality and effectiveness.

Increasing the Share of Employees who Return to Work (RTW) After Sustaining a Workplace Injury or Illness

Losing skilled employees to injury or illness has numerous costly effects, both direct and indirect. Employer resources are strained by the loss in productivity and professional development for the injured employees, and the increased workers' compensation costs. Employers can reduce these costs by improving workplace safety and reducing the number and severity of injuries that occur. Whenever workplace injuries or illnesses do occur, OWCP provides disability management (DM) intervention, rehabilitative and placement services to assist with injury recovery and to facilitate the return to work of the individuals who sustained an injury or illness.

OWCP's major strategies include its DM and technical assistance activities. DM consists of an active team approach where services are provided by claims managers, nurses, and vocational rehabilitation counselors to achieve medical recovery and sustainable return to work. DM extends from early intervention in new injury cases to continuing active review and evaluation of long-term disability cases.

Through the Longshore and FECA Programs, OWCP provides vocational rehabilitation services to assist employees in their efforts to return to work. Through the FECA Program, OWCP provides extensive technical assistance and seeks to elevate the participation of Federal agencies in maintaining communities of practice; providing assistance that will aid agencies in making job placement processes more flexible and streamlined and mitigate obstacles that hinder the reemployment of injured workers. OWCP works closely with agency personnel on injury case management, return to work transitions, and disability accommodations for injured workers. OWCP will provide technical assistance to underperforming agencies or those with special challenges because of the nature of their occupations to improve competency and performance. OWCP will enhance the marketing and use of Assisted Reemployment⁵⁰ and establish a candidate bank (Labor for America) of FECA claimants for potential employers in the public and private sectors.

⁵⁰ The objective of Assisted Reemployment is to increase the number of job offers made by private employers, thereby increasing the number of permanently disabled workers who make a successful transition from FECA compensation rolls to regular, productive employment. Assisted Reemployment is a temporary subsidy designed to encourage employers to hire and retain qualified rehabilitated workers.

On a Government-wide basis, OWCP and OSHA lead the Presidential POWER initiative, *Protecting Our Workers and Ensuring Reemployment*. This initiative includes specific performance targets through Fiscal Year 2014 for (non-Postal) Federal employers for improving safety and return to work. Additionally, OWCP's efforts support Executive Order 13548 of July 26, 2010, directing Federal agencies to make special efforts to recruit and hire people with disabilities and to ensure the retention of those injured on the job by increasing job accommodations and removing disincentives for FECA claimants to return to work. OWCP will continue to chair the POWER Return to Work Council, composed of 14 Executive Branch agencies to maintain communications, promote better coordination, and share and implement best practices.

Under the leadership of the Department and OWCP, the Federal sector continues to exceed the Government-wide return to work goals. In FY 2014 and beyond, OWCP's strategies will focus on specific sectors and several individual sub-agency bureaus that remain below nationwide averages to assist them in strengthening their return to work capabilities and returning employees to work sooner.

Performance Goal OWCP 4.1 – Provide income support when work is impossible or unavailable and facilitate return to work (RTW) for workers experiencing workplace injuries or illnesses.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of Federal employees with work-related injuries or illnesses coming under FECA's Disability Management (DM) that are reemployed within 2 years by non-postal agencies (FECA)	91.6%	91.5%	91.9%	95.0%	95.0%	92.0%	92.0%	92.0%
Percent of notice of Federal worker compensation injuries filed by non-postal agencies within 10 work days (FECA)	83.4%	85.5%	86.9%	90.4%	90.4%	95.0%	95.0%	95.0%
Percent of Federal worker compensation wage-loss claims received within 5 work days from non-Postal agencies (FECA)	68.5%	75%	79.9%	78.0%	78.0%	82.8%	85.0%	85.0%
Percentage of wage-loss claims processed within calendar 75 days – all claims (FECA)	98.3%	94.1%	94.1%	90.0%	90.0%	90.0%	90.0%	90.0%
Percent of first payment of compensation issued within 30 days for Defense Base Act cases (Longshore)	56%	63%	67%	62%	65%	65%	65%	65%
Percent of first payment of compensation issued within 30 days for non-Defense Base Act cases (Longshore)	85%	85%	87%	85%	85%	85%	85%	85%
Average number of days to process Black Lung claims (Black Lung)	238	262	221	220	215	212	207	205

Performance Goal OWCP 4.1 – Provide income support when work is impossible or unavailable and facilitate return to work (RTW) for workers experiencing workplace injuries or illnesses.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Average number of days between filing date and final decision for cases sent to NIOSH when a hearing is held – Part B and E (Energy Program)		552	452	485	475	515	510	500
Average number of days between filing date and final decision for cases sent to NIOSH when a hearing is not held – Part B and E (Energy Program)		331	320	315	307	305	300	295

Performance Goal ETA 4.1 – Facilitate timely and accurate payments to unemployed workers and rapid reemployment.

The UI program is a lifeline for unemployed workers, providing income support when work is unavailable. UI is also a critical economic stabilizer during recessions. A 2010 study conducted by IMPAQ International, *The Role of Unemployment Insurance as an Automatic Stabilizer During a Recession*, concluded that in the most recent recession, on average, each \$1.00 of UI benefits spent generated \$2.00 in economic activity and that the program, including benefit extensions, boosted employment by 1.6 million jobs.

Strengthening the Unemployment Insurance Safety Net

The Federal role in UI is to set broad policy for the program, establish performance measures and standards, provide technical assistance to States, monitor State performance, ensure conformity and compliance of State laws and operations with Federal law, and fund the administration of State and Federal UI programs. While State laws must meet minimum Federal requirements to participate in the Federal-State UI program, States have broad discretion in establishing eligibility requirements. Two critical strategic priorities for the UI program are improved program integrity and accelerating the return to work of unemployed claimants.

Integrity Strategies – ETA will continue to aggressively work with States and provide significant technical assistance and resources to reduce the improper payment rate and ensure program integrity. ETA will provide additional tools, resources, and technical assistance to help States prevent benefit fraud and reduce benefit overpayments and underpayments.

Misclassification – Worker misclassification occurs when an employee is erroneously classified by an employer as a non-employee, or not classified at all as part of the underground economy. Estimates of the level of misclassification vary, but a 2000 study, *Independent Contractors: Prevalence and Implications for Unemployment Insurance Programs*,⁵¹ suggests that as many as 30 percent of employers misclassify a percentage of their employees. Misclassified workers are less likely to know that they have a right

⁵¹ *Independent Contractors: Prevalence and Implications for Unemployment Insurance Programs*, 2000, Planmatics, Inc., <http://wdr.doleta.gov/owsdrr/00-5/00-5.pdf>.

to collect UI benefits, and State UI Trust Funds lose revenue on the unreported wages. ETA will continue to promote information and data sharing activities among State UI agencies, the Internal Revenue Service (IRS), and DOL's Wage and Hour Division. Also see misclassification discussion in Strategic Objective 3.3.

Reemployment Strategies – For the last several years, ETA has been focusing significant technical assistance resources to promote innovative reemployment service delivery strategies, improved integration of the UI program with the workforce system, and a greater



focus connecting UI claimants to reemployment services. A national workgroup comprised of Federal, regional, State and local area staff with cross-program representation, identified the full continuum of workforce services that should be accessible to UI claimants and all job seekers, the vision identified by the workgroup emphasizes a coordinated customer-centric focus and builds on four transformational elements that facilitate system integration and connectivity: a “common front door” for the public workforce system supported by an integrated registration system; skills transferability; real-time triage;⁵² and the use of social media to expand system communication options and capacity. Specifically, ETA will provide technical assistance to States for the implementation of the Integrated Workforce Registration System, Customer Profile Page, and State-specific strategies for the real-time triage and job match/skills transferability processes.

The UI program is the entry point for unemployed workers to American Job Centers, where they receive services that speed their return to work. Therefore, as a strategy for improving program performance nationwide, UI will continue to fund States' Reemployment and Eligibility Assessments⁵³ – in-person interviews with selected UI beneficiaries to promote quicker reemployment and ensure these beneficiaries continue to meet eligibility requirements.

Serving Job Seekers and Businesses – American Job Centers are the gateway to the public workforce system. During the most recent recession, the demand for all services provided through the American Job Center system, including online workforce information and labor exchange services, increased substantially nationwide. The public workforce system supports universal access to labor exchange services to all job seekers and all businesses. In fact, evaluations of a wide range of active labor market programs across a variety of countries have found that job search assistance programs, like the Employment Service, are the most cost-effective employment and training service.⁵⁴

⁵² Real-time triage, as defined by the national workgroup, is a concept that notes that, “at multiple points in the claimant’s spell of unemployment, beginning at the first point of customer contact, claimant information and information from a wide array of other sources is used to direct claimants to services appropriate for their individual needs. When paired with a master record, this gives the individual and the system a better understanding of possible customer services and needs, and allows for a thorough subsequent evaluation of the effectiveness of actions taken by States towards the goal of reemployment.”

⁵³ Poe-Yamagata, Eileen; Benus, Jacob; Bill, Nicholas; Carrington, Hugh; Michaelides, Marios; Shen, Ted; Tirumalasetti, Dharmendra, *Impact of the Reemployment and Eligibility Assessment (REA) Initiative*, http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2487&mp=y&start=21&sort=7 (2012).

⁵⁴ Schwanse, Peter. 2001. *Summary and Conclusions by the Rapporteur*. In *Labour Market Policies and the Public Employment Service*, David Grubb, Stanislav Benes, and Douglas Lippoldt, eds. Paris: Organisation for Economic Co-operation and Development, pp. 17–33 and 2008; and O’Leary, Christopher J. & Randall W. Eberts. 2008. *The Wagner-Peyser Act and U.S. Employment Service: Seventy-Five Years of Matching Job Seekers and Employers*. <http://research.upjohn.org/cgi/viewcontent.cgi?article=1032&context=reports>.

Recent employment data from the Bureau of Labor Statistics indicates that the economy is recovering. When the most recent recession began (December 2007), the number of unemployed persons per job opening was 1.8. When the recession ended (June 2009), there were 6.2 unemployed persons per job opening. The ratio of unemployed persons per job opening has trended downward since the end of the recession and was 3.4 in December 2012.⁵⁵ The number of job openings in December 2012, was 3,600,000 – 64 percent higher than the lowest point in July 2009.⁵⁶ This increase in job openings requires quality employment services to match the skills of job seekers with the skills needed by business. The Congressional Budget Office’s recent projections also indicate that economic growth will pick up after 2013 and the unemployment rate will gradually decline to around seven percent by the end of 2015.⁵⁷ The Employment Service is uniquely positioned to get Americans back to work during this period of recovery. During Program Year 2011, the Employment Services provided nearly 20,000,000 individuals with access to labor exchange (both virtually and through the American Job Center network) and assisted 7,211,179 individuals enter employment, including 431,030 veterans.

By placing equal emphasis on serving job seekers and businesses, the Employment Service creates a more efficient labor exchange that connects worker supply and job demand within local and regional economies. Businesses benefit from the program’s real-time labor market information, referrals of qualified job applicants, job listing services, and other customized, business solutions. Additionally, the Employment Service provides the flexibility to States to provide more intensive services, such as case management.

In the next five years, the Employment Service will work with State grantees to expand the use of technology by the public workforce system. The Employment Service has always provided labor market information to job seekers as one of its core services. In recent years, the public workforce system has begun to leverage real time labor market information to better understand the needs of job seekers and businesses. Specifically, ETA will promote the development of improved labor market information to businesses, including more comprehensive information on available workers and their skill levels.

Trade Adjustment Assistance – The TAA Program provides training, income support, job search allowances, relocation allowances, and employment and case management services that expand opportunities for employment and prosperity for trade-affected workers who are threatened to lose their jobs, have lost their jobs, or a significant amount of their wages is reduced due to the impact of international trade.

⁵⁵ *Job Openings and Labor Turnover Survey Highlights June 2012*. Bureau of Labor Statistics, August 7, 2012, www.bls.gov/web/jolts/jlt_labstatgraphs.pdf.

⁵⁶ Ibid.

⁵⁷ Congressional Budget Office. *The Budget and Economic Outlook: Fiscal Years 2012 to 2022*, January 31, 2012, www.cbo.gov/publication/42905.

Performance Goal ETA 4.1 – Facilitate timely and accurate payments to unemployed workers and rapid reemployment.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percent of all intrastate Unemployment Insurance (UI) first payments that will be made within 21 days (Unemployment Insurance)	84.6%	82.9%	81.0%	87.1%	87.5%	87.5%	87.5%	87.5%
Percent of the amount of estimated UI overpayments that States detect established for recovery (Unemployment Insurance)	59.0%	62.9%	57.2%	54.2%	55.3%	55.3%	55.3%	55.3%
Percentage of determinations about UI tax liability of new employers made within 90 days of the end of the first quarter they became liable (Unemployment Insurance)	87.2%	88.7%	88.6%	88.9%	89.0%	89.0%	89.0%	89.0%
Entered employment rate for UI claimants receiving Wagner-Peyser Act services (Unemployment Insurance) 1/		52%	Targeted Increase					
Employment retention rate for UI claimants receiving Wagner-Peyser Act services (Unemployment Insurance) 1/		82%	Targeted Increase					
Average six-months earnings for UI claimants receiving Wagner-Peyser Act services (Unemployment Insurance) 1/		\$15,266	Targeted Increase					
Number of job seeker participants served – All participants (Employment Service)	19,081,905	19,257,101	17,423,504	17,423,504	17,423,504	Targeted Increase	Targeted Increase	Targeted Increase
Number of job seeker participants served – Veterans (Employment Service)	1,281,723	1,369,207	1,298,008	1,298,008	1,298,008	Targeted Increase	Targeted Increase	Targeted Increase
Percent of exiters employed in the first quarter after exit still employed in the second and third quarters after exit (TAA)	89.9%	91.0%	91.0%	91.2%	91.2%	91.3%	Targeted Increase	Targeted Increase

1/ ETA will establish targets for these measures in PY 2014/FY 2015.

Strategic Objective 4.2 – Improve health benefits and retirement security for all workers.

In his July 2013 speech at Knox College, President Obama stated that secure retirement and adequate and affordable health coverage are “cornerstones of what it means to be middle class in America.” However, for middle class workers today, particularly in the wake of the historic losses to retirement savings and housing wealth in the financial crisis, retirement seems anything but secure. Many workers, especially low and middle income workers, lack access to quality workplace retirement plans. Without access to retirement plans, workers may save too little or nothing for retirement. Similarly, the number of people covered by employer-provided health insurance continues to fall. Private-industry employers, especially small businesses, cannot afford the rising costs of health

insurance coverage. The decline in unionization has also adversely impacted workers' health and retirement benefits. Simply put, workplace benefits ensure that workers have the opportunity to remain in the middle class if they face a health care challenge, retire from their jobs, or experience a workplace accident or illness, and the Labor Department remains committed to protecting that opportunity.

The Employee Benefit Research Institute Retirement Confidence Survey – *Perceived Savings Needs Outpace Reality for Many* (March 2013 – No. 384) – found that 57 percent of U.S. workers surveyed reported less than \$35,000 in total household savings and investments, and 28 percent reported having no confidence they will have enough money to retire comfortably. Only two percent of workers responded that retirement is their most important financial issue while 30 percent reported job uncertainty and 12 percent reported difficulty making ends meet. Also, workers are living longer, increasing the chance that those who have saved may outlive their savings. Having a stream of adequate lifetime income in retirement is essential.

Recognizing these realities, the Department will focus on implementing the Patient Protection and Affordable Care Act of 2010 (ACA) and helping workers transform retirement savings into secure lifetime income and protecting plan participants. EBSA and PBGC have developed strategies that will help realize these priorities and further the objective to improve benefit security for all workers. Detailed information about PBGC's strategic efforts is available at www.pbgc.gov.

Performance Goal EBSA 4.2 – Improve health benefits and retirement security for all workers.

EBSA is charged with protecting more than 141 million workers, retirees, and their families covered by an estimated 684,000 private retirement plans, 2.4 million health plans, and other welfare benefit plans which together hold more than \$7.8 trillion in assets. EBSA strategies protect the most vulnerable populations while ensuring broad compliance with the Employee Retirement Income Security Act of 1974 (ERISA) and related laws. EBSA will pursue its mission and strategic objective through vigorous enforcement; proactive regulation and guidance; targeted research; and strong consumer outreach, compliance assistance and education.

Implementing and Evaluating Vigorous Enforcement

EBSA enforcement programs support the strategic objective by targeting the most egregious and persistent violators; protecting the most vulnerable populations while assuring broad-based compliance; and regular evaluation of enforcement activities. EBSA will focus enforcement resources to have the greatest impact on the protection of plan assets and participants' benefits. EBSA plans to accomplish this goal by concentrating enforcement resources on national projects and the Major Case Enforcement Initiative (described below).

EBSA will place particular investigative emphasis on five national enforcement projects:

- The ***Contributory Plans Criminal Project (CPCP)*** targets the most egregious and persistent violators and protects the most vulnerable populations by prosecuting individuals who commit crimes involving contributory health and retirement plans.

- The **Health Benefits Security Project (HBSB)** consolidates EBSA's longstanding health benefits security initiatives and enforces the ACA and associated regulations. Beginning in FY 2014, group health plans must comply with the market reform provisions of the ACA, such as the prohibition on preexisting condition exclusions.
- The **Rapid ERISA Action Team (REACT)** provides an expedited response to protect the rights and benefits of plan participants when the plan sponsor faces severe financial hardship or bankruptcy.
- The **Employee Stock Ownership Plans (ESOPs)** transactions present the potential for fiduciary self-dealing and conflicted interests. This project ensures that transactions are primarily for the benefit of participants and beneficiaries, particularly in connection with material issues such as the valuation of employer securities. EBSA targets service providers to ESOPs, such as valuation firms and independent trustees complicit in ESOP transactions that are not primarily for the benefit of plan participants and beneficiaries.
- The **Fiduciary Service Provider Compensation Project** continues EBSA's enforcement efforts to promote transparency by service providers of direct and indirect compensation and to mitigate fiduciary service provider self-dealing. Following an initial period of compliance assistance, EBSA plans to shift attention to determining whether service providers are complying with the section 408(b)(2) regulation and whether plan-level fiduciaries receiving required disclosures are using that information to prudently select and monitor service providers.

EBSA's **Major Case Enforcement Initiative** will concentrate enforcement resources on areas that have the greatest impact on the protection of plan assets and participants' benefits (e.g. professional fiduciaries and service providers with responsibility for large amounts of plan assets and benefits).

Additionally, EBSA will continue the **Sample Investigation Project (SIP)** to evaluate the effectiveness of its enforcement activities. The key element of the multi-year SIP is the investigation of a random-sample of plans to determine the impact of EBSA enforcement on non-compliance. The ERISA compliance rate is applicable to the group of benefit plans that are filing a Form 5500. This allows EBSA to measure its impact on the entire population of retirement plans. The preliminary results of the SIP indicate an overall non-compliance rate of 70.5 percent. In other words, it appears that approximately seven out of 10 plans fail to comply with some aspect of ERISA's complex regulatory scheme. This compliance rate includes any and all violations of ERISA, without regard to the seriousness or pervasiveness of the violations. A minor reporting or paper violation that caused no injury and had little importance to plan participants is treated the same as a violation that imperils hundreds of millions of dollars. As a result, the bare baseline statistic does not provide a strong measure of whether the plan universe is in substantial compliance with ERISA's obligations. Moving forward, EBSA plans to develop measures that better capture the significance of the ERISA violations detected, as it re-evaluates closed SIP cases. With further refinements, the SIP should help provide a better understanding of plans' compliance with ERISA's requirements.

Strong Consumer Outreach, Compliance Assistance, and Education

EBSA's outreach and education programs educate vulnerable workers about options to protect their retirement and health benefits when facing job loss, and about the need to save for retirement. EBSA's participant and compliance outreach and education activities promote the priorities of the Agency. EBSA leverages its resources through the use of the Internet, social media, and partnerships with numerous organizations to reach specific audiences.

Implementing the Affordable Care Act – The ACA is well on its way to expanding access to the health insurance marketplace. EBSA, with the Department of Health and Human Services and the Department of Treasury, is pursuing regulatory initiatives to apply health insurance market reforms to ERISA-covered health plans. EBSA implements the ACA provisions within EBSA's jurisdiction and issues guidance (such as technical releases, frequently asked questions, field assistance bulletins, and advisory opinions) on those issues and, in particular, on the ACA's reporting and oversight requirements concerning Multiple Employer Welfare Arrangements (MEWAs). EBSA trains its enforcement staff to facilitate the implementation of the new reforms in the group market; designs and conducts several health benefit studies; and develops new enforcement strategies.

Health care reform has significant impact on EBSA's operations. Participant requests for assistance related to the ACA have more than tripled in 2012 to over 20,000 inquiries. Since most of the provisions are not effective until 2014, inquiries and complaints will substantially increase in 2014 and beyond. EBSA, to create broad-based compliance, will continue to partner with worker and community-based organizations to educate workers, small businesses, and others about the new health insurance marketplace created by the ACA, and the requirements of ERISA.

Proactive Regulatory Activities and Guidance

The memories of the financial crisis and progress towards implementation of healthcare reform increase the need for secure employer provided retirement and health benefits. EBSA's regulatory agenda addresses these issues proactively and directly supports the Department's objective to improve health benefits and retirement security for all workers.

The cornerstone of a strong regulatory program is a robust economic analysis and research capability. Based on sound science, EBSA's research program aims to shape regulations that minimize the hazards associated with the most serious consequences without imposing undue costs. EBSA will conduct a number of research studies on economic issues relating to retirement and health benefits. The research program also helps EBSA emphasize continuous improvement in its regulatory and enforcement programs.

Through the ongoing review and refinement of EBSA's regulatory program, the agency will strengthen ERISA's protections by addressing deficiencies that put workers' benefits at risk. For example, EBSA's agenda includes the re-proposal of a rule that defines when a person providing investment advice for a fee becomes a fiduciary under ERISA. This rule will ensure that investment advice rendered to plan and individual retirement account participants is subject to ERISA's fiduciary conduct rules. The rules prohibit fee and compensation arrangements that create incentives for financial advisers to put their own financial interests ahead of their clients' best interests.

EBSA will improve the transparency of service provider fees and investment expenses charged to 401(k) and other pension plans so that workers' hard-earned savings are not eroded by undisclosed fees and unnecessary expenses. EBSA issued final rules on fee disclosures to ensure that workers, employers, and other plan sponsors get clear disclosures about retirement plan fees and investment expenses. EBSA has also proposed a follow up regulation to require covered service providers to furnish a guide to assist fiduciaries, especially employers sponsoring small and medium-sized plans, in identifying and understanding the complex fee and expense disclosure documents.

EBSA will also help America's workers understand whether their current and projected savings in 401(k) and similar individual account plans will translate into a secure retirement. As part of this initiative, the Department will explore how an individual benefit statement could present a participant's accrued benefits in a defined contribution plan (i.e., the individual's account balance) as a lifetime income stream of payments. Because it is difficult to envision the lifetime monthly income that can be generated from their 401(k) or similar accounts, EBSA believes that the regular account statements should show the account balance and translate that balance into monthly payments for life.

Performance Goal EBSA 4.2 – Improve health benefits and retirement security for all workers.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Number of civil employee benefit cases processed ^{1/}	3,472	3,566	3,677	3,674	3,281	3,039	2,888	2,692
Number of criminal employee benefits cases processed	302	318	320	320	332	332	332	332
Percent of employee benefit plans in compliance with civil provisions of ERISA			29.5%	Targeted Increase				
Participant assistance program customer satisfaction index	66%	69%	71%	72%	72%	71%	72%	72%

^{1/} By 2015, EBSA projects the number of overall civil cases to decline as time spent on Major Cases increases. Further, FY 2015 (and beyond) assumes 30 FTE are approved as part of the health enforcement initiative. EBSA is also developing performance measures that focus on the impact of cases instead of the raw number of cases processed.

Strategic Goal 5

Produce timely and accurate data on the economic conditions of workers and their families

The ability of markets to create jobs and spur commerce depends on sound economic data to guide and inform policy and investment decisions. The Nation's economic recovery is grounded in the accessibility of objective, relevant, accurate, and timely economic statistics necessary to support public and private decision-making. The Bureau of Labor Statistics (BLS) helps the Secretary realize the vision of *promoting and protecting opportunity* by providing sound and impartial information on labor market activity, working conditions, and price changes in the economy.

Building on the Secretary's vision of *promoting and protecting opportunity* for workers and their employers, BLS works to fulfill the societal need for accurate, objective, relevant, timely, and accessible economic information to support public and private decision-making. BLS serves the general public, the U.S. Congress, other Federal agencies, State and local governments, business, and labor by providing up-to-date, high-quality statistical information. It produces some of the Nation's most sensitive and important economic data. For instance, the Consumer Price Index is used to adjust Social Security payments and Federal income tax brackets, and the Employment Cost Index is used to adjust millions of dollars in Medicare reimbursements. Several national data series, including employment, unemployment, and productivity, are used by policymakers to track the state of the economy and to drive changes in economic policy, while local unemployment data are inputs to formulas used to distribute job training resources. Additionally, State and local leaders use BLS data to evaluate regional employment growth, unemployment rates, and pay levels. These products allow for not only an understanding of the current economic environment, but also areas for growth in the future.

Strategic Objective 5.1 – Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.

Performance Goal BLS 5.1 – Improve the timeliness, accuracy, and relevance of information on labor market activity, working conditions, and price changes in the economy.

BLS is the principal Federal statistical agency responsible for measuring labor market activity, working conditions, and price changes in the economy. Its mission is to collect, analyze, and disseminate essential economic information to support public and private decision-making.

Like all Federal statistical agencies, BLS executes its statistical mission with independence, serving its users by providing products and services that are accurate, objective, relevant, timely, and accessible. Policies and decisions based on BLS data affect virtually all Americans, and the wide range of BLS data products is necessary to fulfill the diverse needs of a broad customer base.



The June 27, 1884 Act that established BLS states, “The general design and duties of the Bureau of Labor Statistics shall be to acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the most general and comprehensive sense of that word, and especially upon its relation to the capital, the hours of labor, social, intellectual, and moral prosperity.” In line with the Interagency Council on Statistical Policy’s *Guidelines for Reporting Performance by Statistical Agencies*, BLS measures accuracy, timeliness, relevance, dissemination, and mission achievement. BLS also reports the full cost to produce its data products. These six criteria are critical aspects of a statistical program’s performance. Common concepts underlying the specifics of measuring and reporting on statistical agency performance help to inform decision-makers about the performance of statistical agencies. BLS strategies support these six performance criteria.

BLS has identified six high-level strategies to achieve its strategic goal, strategic objective, and performance goal. The following ongoing strategies also help fulfill the need for economic information to support decision-making:

- Continue to produce objective data and analyses that are timely, accurate, and relevant;
- Improve the timeliness, accuracy, and relevance of BLS products and processes, and develop new products that reflect economic changes and meet the needs of its broad customer base;
- Inform current and potential customers about the availability and uses of BLS information products; reach out to current and potential customers to understand their needs for economic information; and ensure that the content, presentation, and delivery of BLS information products match its customers’ needs;
- Improve data collection processes, maintain high response rates, and optimize the balance between quality, cost, and respondent burden in BLS data collection programs;
- Ensure that BLS data, products, and services on the BLS website are easy to find, understand, and use; and
- Recruit, train, and retain a talented, innovative, and diverse group of individuals who are experts in the production and continuous improvement of its products and services, including employees who will support those functions, and who are well prepared to represent the agency and become its future leaders.

The external factor most likely to affect the ability of BLS to achieve its long-term goals is structural shifts in the economy. The changing economy is an important factor affecting BLS work. These changes translate into different, and sometimes new, demands for data as industrial sectors supersede others, and as consumer goods replace others. BLS will continue to develop and publish new surveys and products to meet the data needs of the American public.

Performance Goal BLS 5.1 – Improve the timeliness, accuracy, and relevance of information on labor market activity, working conditions, and price changes in the economy.								
Performance Measure	2011 Result	2012	2013	2014	2015	2016	2017	2018 Target
Percentage of timeliness targets achieved for the Principal Federal Economic Indicators (PFEIs) 1/	100%	100%	100%	100%	100%	100%	100%	100%
Percentage of accuracy targets achieved for the PFEIs 1/	100%	100%	100%	100%	100%	100%	100%	100%
Percentage of relevance targets achieved for the PFEIs 1/	100%	90%	100%	100%	100%	100%	100%	100%
Average number of Internet site user sessions each month (Dissemination)	7,213,823	8,149,686	8,765,143	8,700,000	8,700,000	8,700,000	8,700,000	8,700,000
Customer satisfaction with the BLS website through the American Customer Satisfaction Index (Mission Achievement)	75	77	77	77	77	77	77	77

1/ Measure is new beginning in FY 2014. The FY 2011 – 2013 results are shown for comparative purposes.

External Factors Affecting the Department of Labor

The Department has embarked on new approaches to performance measurement that will emphasize outcomes over process and promote ongoing assessments of its strategies. Performance measures are no longer limited to tracking the results of Department activities but rather attempt to capture broad outcomes to measure progress toward achieving DOL goals and objectives. These efforts are designed to tighten DOL's focus on the Secretary's vision of *promoting and protecting opportunity*.

For example, in the past the worker protection programs tended to focus on identifying high rates of violation only among investigated entities. Such measures help to determine the Department's success in targeting resources toward likely violators but fall short of identifying the Department's influence over the broader conditions within the agencies' spheres of responsibility. The Department now focuses on the overall compliance rate among all entities, whether investigated or not, as a measure of the degree to which workers are being protected. However, Department monitoring is not the only factor influencing employer behavior; compliance rates and other outcome measures can be influenced by factors that are outside the Department's control.

External factors are those key factors generated by forces outside the Department and beyond its control that could significantly affect the achievement of outcomes. External factors may be economic, demographic, social, or environmental, and they may remain stable, change within predicted ranges, or vary to an unexpected degree. As such, improvements or setbacks in the outcome measures contained in this Strategic Plan cannot be interpreted solely as a reflection of the success or failure of Department programs. Where possible, the Department must take into account external factors influencing outcomes. Fully accounting for these factors within a performance measure is difficult to achieve, but through program evaluations it may be possible to isolate the influence of external factors from the Department's activities.

Once the influence of external factors on performance measures is recognized, it is clear that the measures and performance results must be understood in context. In some cases, it will be possible to adjust directly for the influence of external factors, thereby getting a clearer picture of the Department's contribution to the desired outcome. For example, the Employment and Training Administration has long used the employment outcomes of adults served by Workforce Investment Act core and training services as a performance measure. For these outcomes, the influence of overall economic conditions are reasonably well understood; therefore, the Employment and Training Administration has developed performance targets that vary with the business cycle – that is, setting a higher threshold for success when the economy is good and jobs are plentiful than in times of weak labor demand.

In other cases, however, it is not possible to adjust the outcome measures or performance targets in advance so that they take the external factors into account. In these cases, the Department will use performance targets as one of a series of tools to gauge program

effectiveness, recognizing that the achievement of targets identified months or even years in advance may be affected by external factors. For this reason, changes in performance measures should be interpreted carefully.

In addition to presenting challenges in meeting short-term or annual performance targets, external factors also impact how successful the Department is in achieving its strategic objectives over the long-term. Long-term changes in labor markets or a segment of the economy may require new strategies and may even lead to new strategic objectives as the Department seeks to offset the negative impact on workers that may result from a particular external factor. For example, the increased globalization of labor markets has important consequences for the Department's worker protection agencies and their efforts to enforce basic labor standards, as well as for the Employment and Training Administration's and Veterans' Employment and Training Service's efforts to assure workers get the skills and knowledge they need to secure and keep better jobs.

The following section will discuss ten major external factors most likely to influence DOL's ability to achieve its long-term objectives. The first two external factors will also likely have near-term effects on Departmental performance.

Factor 1: The Business Cycle and the Labor Market

The business cycle is a fact of economic life. The strength of the economy fluctuates, with contractions in the demand for goods and services that can be severe during recessions. Naturally, when businesses see low demand for their output, they cut back on production and employ fewer workers or reduce their employees' hours of work. In the aggregate, this depresses the demand for labor and also can depress wage growth and reduce employer-provided benefits.

Labor market conditions have an important effect on the Department's ability to achieve its strategic goals. In strong economic times, when the economy is expanding, most workers who want a job can find one – with the exception of certain disadvantaged groups that face non-cyclical barriers to employment. Workers may also have the bargaining power to demand higher wages, safer and healthier workplaces, and more flexibility to manage their family commitments. Many workers will be able to find new jobs that offer opportunities for personal and career development. During these more prosperous times, the market supports the Department's efforts to enable access to opportunities for all workers.

By contrast, when the labor market is weak, people looking for work often have trouble finding any job at all, let alone a good job. Many people feel forced to take jobs at low wages, with little opportunity for advancement or few benefits. Indeed, recent research has found that individuals entering the labor market during recessions earn lower wages for many years afterward, likely reflecting reduced access to footholds on the career advancement ladder.

A weak economy can also have deleterious effects on worker rights. When demand is weak, employers feel increased pressure to cut costs, and some unscrupulous employers may attempt to do so in a way that violates workers' rights to safe workplaces and fair pay. Workers often feel they are at the mercy of these employers, unable to leave workplaces

where their rights are violated, perhaps through the illegal deprivation of wages or overtime premiums, because the labor market offers few alternatives.

Thus, in weak economic times, the Department faces greater challenges to achieving its mission. When there are fewer jobs to go around, the opportunities available to members of traditionally disadvantaged groups can be even more severely affected. Workers encountering unsafe, unfair, discriminatory, or abusive work environments feel less secure in their ability to report these violations and have them corrected. They also have fewer, if any, alternatives in the labor market, so quitting a job with an exploitative employer is not a practical option.

The state of the business cycle and its impact on the labor market is thus perhaps the most important external influence on the Department's ability to achieve its objectives, especially in the short-term. As discussed above, ETA and VETS outcomes are particularly affected by economic fluctuations. But the business cycle can impact all of the Department's strategic objectives:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
- 1.3 Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.
- 2.1 Secure safe and healthy workplaces, particularly in high-risk industries.
- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 3.2 Protect workers' rights.
- 3.3 Secure wages and overtime.
- 4.1. Provide income support when work is impossible or unavailable and facilitate return to work.
- 4.2 Improve health benefits and retirement security for all workers.
- 5.1 Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.

Factor 2: State Budgets

Decisions made by State governments have important implications for the way that the Department's efforts either bolster or complement the work of State employment and labor offices. States finance most elementary and secondary education and a significant part of postsecondary education and vocational training. Many workers and their families receive health insurance coverage through Medicaid or through the Children's Health Insurance Program, which are funded in large part by State-level taxes. Finally, States exercise substantial influence on families' income and benefits via their unemployment insurance system and workers' compensation requirements and their regulation of minimum wage and overtime and other labor standards, such as family leave. The Department's strategic objectives are reinforced through these State-led efforts. DOL worker protection agencies, such as the Occupational Safety and Health Administration and the Wage and Hour Division, and employment and training programs, including Unemployment Insurance, provide critical resources for workers in every State.

While there are many factors affecting State budgets, perhaps the most important is the condition of the State's economy. When a State's economy is growing, tax revenues are high and money that would otherwise be spent on entitlement programs such as Medicaid and Temporary Assistance for Needy Families is available for other uses. During the periods of budget surplus, States often take actions that will help the Department achieve its goals such as funding high-quality education systems with innovative curricula at costs that make education accessible to large numbers of students. States are an essential partner in the ways that DOL delivers employment and training services to a broad, diverse population of workers. When States have strong economies, they are also more likely to be able to provide medical care to those without employer-provided insurance and to offer more generous unemployment insurance and workers' compensation benefits that insure workers against the consequences of job loss or workplace injury.

More commonly, however, States always face competing priorities, and must make difficult choices in balancing their budgets. When a State's economy is weak, tax revenues decline as income and sales fall due to joblessness and reduced consumption. At the same time, demands on entitlement programs grow as more people meet the low-income requirements that qualify them for these programs. The resulting projected budget deficit can force States, which typically face balanced budget requirements, either to raise taxes or to cut spending to bring their budgets into balance. No matter which path is chosen – and often they do both – these actions make the Department's goals and objectives all the more critical to American workers. For example, not only may programs that benefit persons preparing for and looking for jobs be eliminated or access to them narrowed, States, in addition, may cut back their own workforces or reduce wages and benefits, which impact the incomes of State workers and can hinder the regulatory and enforcement activities that the State employees perform. In turn, reduced State workforce or furloughs impact the Department's objectives. For instance, in tough economic times, States have closed American Job Centers or reduced their hours of operation. As a result, fewer job seekers are provided the employment and training services they desperately need to prepare for and find employment opportunities.

Thus, the health of State budgets has a direct impact on many of the Department's short- and long-term goals. The following strategic objectives can be particularly affected:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 3.2 Protect workers' rights.
- 3.3 Secure wages and overtime.
- 4.1 Provide income support when work is impossible or unavailable and facilitate return to work.
- 4.2 Improve health benefits and retirement security for all workers.

Factor 3: Health Insurance Costs and Market Structure

One of the Department's strategic objectives directly concerns workers' access to health insurance coverage, while others depend indirectly on the availability and affordability of good health insurance coverage. Thus, factors that influence the cost of health care or the structure of the health insurance marketplace can also impact the achievement of Department's goals over the long-term.

The most significant trend in this area in recent years has been the rapid rise in the real cost of health care. National health expenditures grew at an estimated annual rate of 4.3 percent in 2012, and 3.9 percent for each of the years 2009-2011.⁵⁸ Rising health care costs reflect a growing demand for health care services and technological improvements as well as the structure of the health care financing and delivery system.

High health care costs affect workers through two primary mechanisms. First, high costs translate directly into higher health insurance premiums, deductibles, or co-payments that many individuals cannot afford to pay. Second, when costs rise, some employers will drop health coverage, leaving many individuals without access to health insurance. Both situations lead to lower family incomes.

The provision of insurance largely through employer-provided coverage has consequences beyond the availability and affordability of care. It leaves many workers dependent on their jobs, not just for their income, but also for their access to health care. This may make employees less likely to move to new jobs with better working conditions (such as higher wages, better hours, more flexible schedules or less dangerous work), better opportunities for career growth, or a better match between their skills and the job's requirements.

⁵⁸ <http://altarum.org/about/news-and-events/health-spending-growth-near-4-percent-for-fourth-year-price-growth-at-14-year-low>, accessed April 9, 2013.

The Department can influence some aspects of the health insurance marketplace, primarily via EBSA's regulation of employer-provided health plans, but some changes in this marketplace, particularly with regard to costs, are external to the Department's activities.⁵⁹ Still, the Department's strategic objectives can be helped or frustrated by these external factors. In the coming years, the implementation of the Affordable Care Act will likely lower the rate of increase in health care costs (helping family incomes) and have some long-term impact on the role of employers as the primary providers of health insurance. As insurance exchanges are created to pool individual risk and lower premiums, more individuals may be able to buy health care through these exchanges rather than from their employers, reducing their dependence on their jobs as the only source to health coverage. The following strategic objectives are directly or indirectly affected by changes in the structure of the health insurance marketplace or by changes in health care costs:

- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 4.2 Improve health benefits and retirement security for all workers.

Factor 4: Changing Face of the Workforce

The workforce evolves over time, reflecting changes in both the composition of the population and in labor force participation trends. While these changes do not impact the day-to-day operations of the Department from one year to the next, they do have implications, over the long-term, for how DOL addresses workforce needs. Today's workforce is much less male and less white than in the past, and it is rapidly aging as the baby boom generation heads toward retirement and is replaced by the smaller birth cohorts that followed it. It is also much more highly educated than in the past, reflecting rapid expansions of educational opportunities in the mid-to-late 20th century. As the face of the workforce changes, the Department adapts its program goals and strategies to respond to these changes.

Women's labor force participation rate rose in recent decades, reaching a peak of 60.0 percent in 1999, before beginning to trend down. In 2013, their rate declined to 57.2 percent. The labor force participation rate for men has been on a downward trend for several decades and continued its decline to 69.7 percent in 2013. While women represented less than one third of the labor force in 1949, they now represent nearly half (46.8 percent in 2013). They are also much more likely than in the past to be their families' primary breadwinners, providing the family's health insurance coverage and most of its income. Yet, despite women's increased labor force participation, they continue to earn substantially less, on average, than similarly-qualified men.

A second important change has been the rising racial, ethnic, and language diversity of the workforce. One important contributor to this diversity has been increased immigration,

⁵⁹ The Employee Retirement Income Security Act of 1974 does not require employers to establish health insurance plans for their employees; it merely regulates plans once they are created.

with substantial increases in the last several decades in both the number and share of immigrants coming from non-European countries. Demographic projections indicate that the labor force will continue to grow more diverse in the coming decades. The changing demographics impact the Department's ability to protect workers or prepare job seekers to take advantage of available opportunities. In response, worker protection agencies have implemented strategies that address a diverse workforce. For example, the WHD and OSHA continue to develop and distribute information about workers' rights in the workplace in foreign languages and/or through bilingual public service announcements. To meet customer needs, the grantees that administer DOL-funded employment and training programs offer English as a Second Language and Occupational English as a Second Language classes.

A third shift has been the aging of the population. This trend is common across the world's developed economies. The share of the U.S. population that is above age 65 has risen from 9.9 percent in 1970 to 12.8 percent in 2011.⁶⁰ It is projected to surpass 16 percent by 2020 and by 2035, will reach 20 percent due to increased life expectancy, reduced birthrates, and the aging of the large baby boomers population. This will not only present challenges for employers in accommodating the needs of older workers but will also strain the financing of retirement programs, both public and private. An aging workforce may also increase the demand for health care services and present employers with shortages of workers in certain occupations.

Finally, another major shift affecting the workforce has been the rise in educational attainment. The share of Americans aged 25 and over with four-year college degrees has risen from 7.7 percent in 1960 to 31 percent in 2012.⁶¹ Rising education attainment supported much of the growth in family incomes during the 20th century. But educational attainment growth has slowed in recent decades, and today's young people have similar college graduation rates to their parents, despite an earnings premium associated with education that is as large as ever and despite the flat or declining incomes that less-educated workers have seen for many years. These trends can particularly affect the neediest youth, who require a coordinated service approach. In response, DOL continues its Shared Youth Vision (SYV) collaborative efforts to assist States in coordinating resources and program delivery strategies to strengthen coordination, communication, and collaboration among youth-serving agencies to support the neediest youth and their healthy transition to successful adult roles and responsibilities.

Changes in the characteristics of the labor force can have particular impacts on the following Department strategic objectives:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.

⁶⁰ http://nces.ed.gov/programs/digest/d08/tables/dt08_008.asp, accessed September 25, 2013.

⁶¹ Ibid.

- 1.3 Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.
- 2.1 Secure safe and healthy workplaces, particularly in high-risk industries.
- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 3.3 Secure wages and overtime.
- 4.1 Provide income support when work is impossible or unavailable and facilitate return to work.
- 4.2 Improve health benefits and retirement security for all workers.
- 5.1 Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.

Factor 5: Changing Vehicles for Retirement Savings

Retirement savings in the United States have been described as a three-legged stool, supported by the combination of Social Security, employer-provided pensions, and individual savings. Changes in the structure or performance of any of these legs impacts workers' retirement security. The most profound changes in recent decades have come as employers have gradually shifted from defined-benefit to defined-contribution plans. Defined-contribution plans offer several attractive features, such as portability. Defined-contribution plans also offer individuals the ability to determine their own investment approach, giving them added ability to invest differently as their needs and preferences change.

But defined-contribution plans also have drawbacks. The most important is that they provide workers with more exposure to investment risk. In defined-benefit plans, employers bear the risk of market downturns or underfunding; with defined-contribution plans, the worker bears that investment risk. Defined-contribution participants are responsible for ensuring that they put aside enough money to see themselves last through retirement as well as making good investment choices while hopefully avoiding ill-timed equity market downturns that can substantially erode their retirement savings. Even after retirement, it is up to the worker to ensure that investments are moved toward age-appropriate investments and to withdraw from them at a rate consistent with their income needs and expected duration of retirement. Finally, workers who obtain lump sum distributions – the normal form of distribution in a defined-contribution plan, and also used in some defined-benefit plans – risk outliving their savings.

The Department, through the Employee Retirement Income Security Act of 1974 (ERISA), has a large role to play in regulating employer-based retirement plans and promoting savings and investment vehicles that meet workers' retirement goals. But many important changes in this area – including the decline in availability of defined-benefit pensions, changing employer retirement contribution rates, equity market swings, and changes

in the availability and pricing of appropriate financial products – are outside of the Department’s control. ERISA does not require employers to establish retirement savings plans for their employees; it merely regulates plans once they are created. Shifts in these areas directly affect the Department’s ability to achieve its relevant strategic objective:

4.2 Improve health benefits and retirement security for all workers.

Factor 6: Wage Inequality

Over the last several decades, the U.S. has seen a substantial increase in wage inequality. Since 1979, wages of the top 10 percent of workers have risen greatly, wages of the next 30 percent of workers have risen more modestly, while wages of other workers have stagnated or even declined. Wage declines have been concentrated among men: men in the lower half of male earners receive less per hour than in 1979. These trends have engendered an increase in the inequality of family income. The most dramatic changes have been at the very top of the distribution; the share of income going to the top one percent of families has risen dramatically, with current rates near those last seen in the 1920s.

A portion of the rise in wage inequality has been due to an increase in the premium associated with education. Workers with a college education now earn 67 percent more than comparable workers with only a high school education, up from 23.5 percent in 1979.⁶²

But there have also been substantial increases in inequality within education groups, and the change in the return to education cannot explain the explosion of the very top wages. These increases are much less well understood, and have been attributed to a variety of causes including technological change that devalues skill at “routine” tasks, increased trade in services, rising immigration, declining marginal tax rates, reduced unionization, and declines in the real value of the minimum wage.

Misclassification of workers as independent contractors also appears to be spreading. Misclassification results in substantial losses to the Treasury and the Social Security, and Medicare and Unemployment Insurance Trust Funds – and State UI Trust Funds lose revenue on the reported wages.⁶³ Misclassification adversely affects a worker’s ability to receive UI and Social Security benefits, workers’ compensation, health insurance and retirement coverage, and protection under the Fair Labor Standards Act.

The distribution of income has important effects on the achievement of many of the Department’s strategic objectives. When the benefits of productivity increases are more broadly shared, incomes will naturally rise over time, lifting more workers into the middle class. But when wages stagnate for long periods of time for broad swaths of the labor force, it will be difficult or impossible to ensure broadly shared prosperity. The following objectives are most directly affected:

⁶² <http://stateofworkingamerica.org/chart/swa-wages-table-4-44-trends-education-key/>, accessed September 25, 2013.

⁶³ In its last comprehensive estimate of the scope of the misclassification problem for tax year 1984, the Internal Revenue Service estimated that 15 percent of all employers misclassified a total of 3.4 million employees as independent contractors, resulting in an estimated annual revenue loss of \$1.6 billion (in 1984 dollars).

1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.

3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.

3.3 Secure wages and overtime.

Factor 7: Structural Shifts in the Economy

Over time, the structure of an economy changes and can impact workers. These structural shifts come about because of technological advances, international trade shifts or changing demand. They can alter the labor market opportunities available to workers and contribute to or work against the Department achieving its objectives. Structural shifts also potentially affect the nature of workplace injuries and illnesses and the challenges of employing people with disabilities or the reemployment of those who become disabled through injury or illness.

An important long-term structural shift in the American economy in recent decades has been the gradual decline in manufacturing employment and expansion of the service industries. Examples of service industries include education and health services, professional and business services, information, and retail trade. Two important contributors to this shift have been changing patterns of consumption, with American households consuming more services than in the past, and of international trade. Another important explanation is increased productivity. For reasons ranging from technological advances to increased capital intensity to improved skills of American workers, the manufacturing industry can make more goods than ever before even while employing fewer people. This means resources are being used more effectively but it also means that there has been a long-term decline in manufacturing employment.

This shift has important consequences for the achievement of the Department's goals and objectives. Manufacturing jobs tend to be longer-term and to pay higher and more equal wages than other jobs available to people with the same education and job skills. Thus, all things equal, shifts from manufacturing to services tend to result in lower wages, reduced benefits, more wage inequality, and more job turnover. At the same time, because manufacturing work can be more physically dangerous than many service jobs, this shift may also contribute to overall declines in workplace injuries and illnesses.

The shift from manufacturing to services is not the only important structural shift. The health care industry has grown rapidly and is projected to continue to grow in the future due to advances in medical knowledge and to the increased need for medical services arising from an aging population. This will spur demand for medical professionals of all types, while changes in the way that medical care is provided are producing substantial increases in demand for nurses and for technicians who can operate advanced medical equipment. The Bureau of Labor Statistics projects that registered nurses will add the most new jobs between 2010 and 2020, with job growth of 712,000, and that healthcare occupations together will account for about 3.5 million new jobs.⁶⁴

⁶⁴ www.bls.gov/opub/mlr/2012/01/art5full.pdf, accessed September 25, 2013.

The Internet, telecommunications, and computer chip revolutions have changed how work is done in many other industries and created entirely new industries. These changes have produced drastic declines in some occupations (e.g., secretaries, word processing) and reductions in the skill required for many others (e.g., retail clerks) while creating new opportunities in fields such as software engineering and web design.

Structural shifts may result in increased demand for specialized skills required by high growth industries, leading to increased wages for individuals with those skills, and creating a need for new training or education programs to fulfill the demand. In some cases there may be a long lag before a sufficient number of workers can obtain the needed education or training, particularly if changes must first occur in education curricula.

While some workers may benefit from structural shifts, others will require help transitioning into new jobs with new skills and knowledge demands. These changes can be perilous and frustrating for workers who have invested in skills previously needed in the declining industries. Such workers may need to move to new locations and take jobs in new industries. They may need retraining and may suffer declines in earnings in the short- and long-term. Some may face extended periods of joblessness. However, others who retrain may get jobs in high growth, high wage industries and eventually obtain higher incomes than were possible in their old jobs. The Department's employment and training programs facilitate these employment transitions through a broad network of partners at the State and local level.

Structural shifts can impact the following Department strategic objectives:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 4.1 Provide income support when work is impossible or unavailable and facilitate return to work.
- 4.2 Improve health benefits and retirement security for all workers.
- 5.1 Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.

Factor 8: Changes in Unionization Rates

Employment in a unionized workplace has been associated with higher wages, better health and retirement benefits, and quality training. Unionized workplaces typically have formal channels by which workers can report violations of safety or other labor standards and seek redress, reducing the need for governmental enforcement of the relevant laws and regulations. Unions also help educate workers about their rights under Federal and State employment laws. Unions also promote better jobs through apprenticeship programs which allow apprentices to earn while they acquire an in-demand skill. Thus, many of the Department's strategic objectives are furthered by high rates of union membership.

Over the last several decades, private-sector unionization rates have fallen steadily and sharply. At the same time, the rate of unionization among public sector workers has risen steadily. The future could bring either increases or further declines in union membership rates. These changes are outside of the Department's control and will reflect future changes in union organizing strategy, employer opposition, work structures, legislative landscape, and worker preferences.

Union membership rates affect the following Department objectives:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
- 1.3 Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.
- 2.1 Secure safe and healthy workplaces, particularly in high-risk industries.
- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 3.2 Protect workers' rights.
- 3.3 Secure wages and overtime.
- 4.2 Improve health benefits and retirement security for all workers.

Factor 9: Changing Nature of Work and Workplaces

The last several decades have seen significant shifts in how and where Americans work. Globalization, outsourcing, the shift from manufacturing to service sector jobs, increased educational attainment, the decline in unionization, more women participating in the labor force and many other factors have led to changes in where, for whom, and for how long we work. In recent decades, there has been movement toward shorter careers and a rise in temporary and fixed contract work. Fewer Americans report having life-long jobs and there has been an increase in the number of jobs American workers hold over the

course of their working lives. The changing nature of work also renders more difficult the reemployment and retention of workers who sustain an injury or suffer an illness. These changes, among others, have created challenges for American workers.

An important dimension of these trends is the changing nature of the employment relationship. Increasing numbers of businesses are relying on different organizational models, such as franchising and subcontracting. Industries are opting for this model for a variety of business reasons, including a decision to focus on those activities most closely aligned with their core mission and identifying opportunities for savings. As a result of this trend, the relationship between the worker and the employer is no longer straightforward, and therefore, present challenges when determining clear accountability to labor laws. Additionally, some workers are misclassified to avoid compliance with labor policies, such as the payment of workers' compensation and payroll taxes.

A related development is that technology has freed workers from being confined to one physical location. Technology has redefined workplaces by providing greater opportunities for flexible work arrangements, working remotely, and adapting workplaces to suit a broader range of workers, particularly workers with disabilities. While these developments are positive for many workers, they can also create enforcement challenges. For example, work hours are more difficult to define as technology allows workers to log hours both from home and after business hours.

Changes have also occurred to the physical workplace environment. The rapid pace of new technologies can involve the use of new chemicals or biological agents whose long-term effects are not well understood. Rapid technological changes resulting in workers' exposure to new materials or environments are particularly difficult for worker protection agencies to identify and evaluate, and, if needed, to regulate. Knowledge of work-related hazards caused by newly introduced materials or production practices is incomplete, and with incomplete knowledge, it is difficult to ensure worker safety.

The following strategic objectives are primarily impacted by changes in workplace environments:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 2.1 Secure safe and healthy workplaces, particularly in high-risk industries.
- 3.2 Protect workers' rights.
- 3.3 Secure wages and overtime.
- 4.1 Provide income support when work is impossible or unavailable and facilitate return to work.

Factor 10: Increasing Trade and Immigration

Increasing global trade in goods and services enriches the United States by allowing its firms to focus on the goods and services they produce most efficiently. Trade lowers the cost of goods and services that American consumers enjoy and stimulates the growth of high-quality jobs in exporting sectors. For example, the clean energy industry has the opportunity to expand through foreign sales just as the aerospace, pharmaceuticals and business services industries have done previously.

However, increased trade creates challenges for low-skill workers and workers in industries facing greater international competition, including layoffs and downward pressure on wages. This requires the Department to go to greater lengths to mitigate these effects through training and job placement services. Further, when workers in trading-partner countries are exploited or otherwise enjoy fewer labor protections such as health and safety standards or restrictions on child labor, downward pressure on U.S. labor standards results. This necessitates greater Department vigilance in its workplace inspections. The Department recognizes that if workers around the globe are not treated fairly and do not share in the benefits of economic growth, then the Nation's future prosperity will be jeopardized by the resulting imbalance in the global economy.

American is a land of immigrants, and workers and students from all over the world come to the U.S. seeking greater opportunities. Immigration enriches the United States by reducing the cost of goods and services to consumers, increasing labor productivity through greater specialization of workers in what they do best, and raising the wages of workers whose skills complement those of immigrants. For example, the presence of immigrants allows domestic workers to concentrate more in jobs for which mastery of English is important. In the case of immigration, the domestic workers facing downward wage pressure are those whose skills are very similar to those of immigrants.

Changes in immigration, whether the result of economic factors or legislative action, affect a number of programs within the Department. Immigration increases the population and expands the number of people for whom the Department is responsible, but documented and undocumented immigration have different effects. The presence of undocumented workers complicates the Department's mission to advance safe and healthy working conditions for all workers and its aim to provide all workers with the skills they require to obtain better jobs. The Department's oversight of pensions is more influenced by the number of documented immigrants than the number of undocumented immigrants.

Changes were indeed caused by the recession of 2007-2009, which significantly reduced immigration, particularly unskilled and undocumented immigration. A strong recovery would lead immigration to rebound. The rebound would be amplified were the U.S. Senate's June 2013 comprehensive immigration reform package be enacted. This reform increases both skilled and unskilled legal migration considerably, while taking steps to reduce undocumented immigration and creating a path to citizenship for approximately 11 million undocumented people.

Trade and immigration both tend to reduce the demand for domestic unskilled labor and change the sectors in which domestic workers can thrive. Our workforce will therefore have to learn new skills and obtain higher levels of education.

Trends in trade and immigration affect the following strategic objectives:

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
- 1.3 Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.
- 2.1 Secure safe and healthy workplaces, particularly in high-risk industries.
- 3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.
- 3.2 Protect workers' rights.
- 3.3 Secure wages and overtime.
- 4.2 Improve health benefits and retirement security for all workers.

Conclusion

Having presented the above external factors, it is important to recognize that these factors do not entirely determine the Department's success or failure in achieving its objectives. External factors are important to consider when establishing or evaluating strategies and priorities. They provide fundamental insights into the experience of the American worker and the kinds of challenges they face in *taking advantage of opportunity*. The Department of Labor navigates the cycles and trends defined in this section in an effort to meet these challenges. Being cognizant of external factors allows the Department's decision makers to formulate policies and manage programs more effectively – in a way that connects macroeconomic indicators to DOL goals and ultimately, to American workers.

Evidence Agenda

The Department of Labor's research and evaluation agenda is designed to assure that the Department's programs and initiatives achieve their intended goals, have positive impacts, and support the Secretary's vision of *promoting and protecting opportunity*. Consistent with the Administration's focus on improving the effectiveness of government through rigorous evaluation and evidence-based policy initiatives, the Department is committed to using evidence in budget planning and resource allocation, as well as in performance management and program evaluation.

Evaluation and Research

The evaluation emphasis in the Department is led by the Chief Evaluation Officer, who is housed in the Office of the Assistant Secretary for Policy (OASP). The Chief Evaluation Officer (CEO) coordinates a Department-wide evaluation program that is responsive to the Administration's overarching goals and the Department's strategic vision. Evaluation and research activities include: 1) formal program evaluations using the most rigorous designs appropriate; 2) capacity-building initiatives to improve and modernize data and IT systems, and improve procedures for accessing data and linking administrative data; 3) exploratory and preliminary quantitative and qualitative analysis to build evidence; 4) pilots and demonstrations; and 5) statistical analysis of factors associated with performance metrics and relevant to performance management. In addition, to enhance the evaluation activities and institutionalize a culture of evaluation, several capacity-building initiatives are underway.

The CEO directly initiates and funds evaluations, collaborates with agencies on a range of evaluations and evidence-based projects, and develops a plan which guides the CEO-funded evaluations and projects. The emphasis is to use the most rigorous methodological designs possible to conduct formal evaluations, which is the best way to accumulate evidence of the effectiveness of agency programs and strategies. The most precise design to measure impacts involves randomization. An experimental design with random assignment is generally referred to as the "gold standard" of program evaluation. Experimental evaluations are quite common in the employment and training area. For example, the multi-year experimental Evaluation of the Workforce Investment Act is a large ongoing study. A major new initiative begun in 2012 is designing a multi-site experimental evaluation of promising models and strategies for improving the employment, education, and economic outcomes of high-risk youth disconnected from school and work.

Also, the Department is increasingly using experimental evaluations to evaluate some of its enforcement and compliance programs, for which historically there has been less use of experimental designs. For example, the Evaluation of the OSHA On-Site Consultation Outreach Program is using an experimental design to estimate the effect of the assistance that small and medium-sized businesses can voluntarily request from OSHA to help identify potential health and safety problems and suggest remedies. Embedded within the experiment is a sub-study pilot randomly testing the effect of different outreach messages on firm voluntary requests for On-Site Consultation services. Another experimental study, the Evaluation of the Effect of the Federal Agency Targeting Inspection Program (FEDTARG) on FECA Claims, is a cross-agency study using administrative data to empirically

evaluate the effect of health and safety inspections on number and duration of claims for Federal employees' workers compensation.

There are times, though, when experimental designs are not feasible or appropriate. Nonetheless, Departmental evaluations using non-experimental designs also emphasize the most rigorous, statistical valid methods. For example, the One-Stop Career Centers Accessibility to Persons with Disabilities Study (sponsored by ODEP) is examining the extent to which American Job Centers (AJCs) are accessible to persons with disabilities. The study is using a mixed-method design, including a survey of AJCs plus structured field-based implementation analysis in a large sample of AJCs.

To improve programs and service delivery and add to the base of evidence that already exists, ETA sponsors and conducts dozens of experimental and non-experimental design evaluations each year to determine the effectiveness of its programs and to identify best practices that can be replicated across the workforce training system. A number of studies initiated in 2012 and 2013 are evaluating the impact of the Middle Class Tax Act of 2011 which included several reforms to the Unemployment Insurance. Statistical simulations of Unemployment Trust Fund issues are using non-experimental empirical analysis to compare the effects of different policies, such as variations in tax rates. In addition, experimental demonstrations of reemployment strategies is building upon findings from a 2008 evaluation of the UI Reemployment and Eligibility Assessment (REA) initiative,⁶⁵ which found that rapid reemployment is more likely to occur when REAs are conducted.

Non-experimental statistical analysis is also used to examine program performance outcomes and measures, primarily using program administrative data. Administrative data in the Workers' Compensation Programs are being used to analyze factors associated with rapid return to work after receipt of workers compensation payments. Program data are also being analyzed to examine program performance measures for special populations. For example, statistical analysis is being conducted of employment-related services to and outcomes for women in DOL employment programs. Special statistical analyses are also being conducted to examine the characteristics of veterans returning from active duty and served by Department programs, the types of employment and training assistance they receive, and their employment and earnings outcomes.

Formal evaluations, especially experimental designs, are also routinely incorporated into the Department's grants funding in all agencies. Multi-site evaluations using random assignment designs are being conducted by ETA to analyze the impacts of enhanced transitional employment and other strategies for former prisoners re-entering the community, and for determining the effect of intensive interventions, including mentoring, as part of the Young Parents Demonstration. The Department is also committed to evidence-based grant funding when possible. The Workforce Investment Fund, Pay-for-Success Initiative, and the Trade Adjustment Act Community College Career Training Grants included tiered evidence awards to encourage and provide higher funding for applicants proposing experimental design evaluations to add to the evidence base or replicate proven models. Other tiers provide funding to encourage the development of new innovations, building a new base of evidence.

⁶⁵ Benus, J., Yamagata, E. P., Wang, Y., & Blass, E., *Reemployment and Eligibility Assessment (REA) Study FY 2005 Initiative*, [http://wdr.doleta.gov/research/FullText_Documents/Reemployment%20and%20Eligibility%20Assessment%20\(REA\)%20Study%20Final%20Report%20March%202008.pdf](http://wdr.doleta.gov/research/FullText_Documents/Reemployment%20and%20Eligibility%20Assessment%20(REA)%20Study%20Final%20Report%20March%202008.pdf).

In addition to the formal evaluations and statistical analyses, CEO also sponsors various large scale surveys on high-priority topics. To better understand both employees' and employers' experience with the Family and Medical Leave Act (FMLA), the Department released the results of two surveys in 2012 that collected information about the need for and the experience with family and medical leave from employees' and employers' perspectives, respectively. The 2012 surveys built on two prior studies conducted in 1995 and 2000. Two other surveys examined the extent to which individuals understand their rights as workers under labor laws. The results of these surveys provided useful information about future directions the Department might wish to consider to better inform workers and employers about labor regulations.

The CEO and agencies in the Department also collaborate with other Federal departments on selected initiatives. For example, in FY 2012 and FY 2013, major inter-departmental evidence-based collaborations are establishing Cross-Departmental Evidence Standards and sharing IT Platforms for Research Clearinghouses with the Department of Health and Human Services – Administration on Children and Families and Department of Education – Institute for Educational Sciences (IES); and carrying out a random control trial (RCT) evaluation of the Pell Grants for Occupational Skills Training Demonstration with IES.

Complementing the formal evaluations, a number of capacity-building activities expand the knowledge and skills of Department staff and institutionalize the use of high-quality evaluations. For example, the Clearinghouse of Labor, Evaluation, and Research (CLEAR) was developed in 2012. CLEAR is an internet-based repository of labor-related research and evaluation that includes studies sponsored by DOL as well as other organizations. The first topics being systematically reviewed using standards of quality (evidence standards) are: effective services for disconnected youth and effective workplace safety and health enforcement strategies. Another important capacity-building activity involves centralizing key public use files, such as the Family and Medical Leave Act Survey Data Base, from the recently completed 2012 FMLA Survey, to encourage additional analysis on labor issues.

Performance Management and Measurement

The Performance Management Center (PMC), located in the Office of the Assistant Secretary for Administration and Management, leads the Department's performance management activities. The priorities laid out in DOL's Strategic Plan have been operationalized in annual operating plans for each DOL agency. Through quarterly operating plan review meetings between the Deputy Secretary and the department's agency heads, management decisions about strategies, resource shifts, and employee and executive incentives are discussed on a regular basis. Quarterly operating plan review meetings assess an agency's performance, both quarterly and year-to-date, against previously established targets. The quarterly meeting and analysis are also used to identify potential new measures and milestones to add to the operating plans to better enable outcome measurement – acting directly on performance evidence. The emphasis is on assessing outcomes based on the data and evolving toward a more complete picture of agency performance against those outcomes in the Strategic Plan.

Evaluation complements performance management by establishing links between operational activities and results. The PMC and CEO collaborate to enhance analysis needed for performance management to regularly and systematically assess progress in the implementation of the DOL Strategic Plan to further the Secretary's vision of *promoting*

and protecting opportunity. For any given Federal program's reported performance, there are several factors (external independent variables) over which the agency has neither jurisdiction nor control that will affect the level of performance. Program evaluation aims to isolate the influence of the agency's performance from the influence of these external independent variables in order to reach a clearer understanding of the true impact of the agency. Even with the more sophisticated approaches to measuring worker protection outcomes, the ability to isolate the effects of an agency's activities or to measure the impact of an agency's activities (what would have happened, all else equal, in the absence of the agency) requires rigorous evaluation.

Evaluations Conducted at DOL

Evaluations initiated and coordinated by the CEO align with the priority goals and objectives presented in this Strategic Plan, inform the ongoing performance measures agencies use to track activities and outcomes, and rigorously evaluate key issues the agencies themselves identify. Beginning in FY 2010, DOL agencies developed Five-Year Learning Agendas, which identify priorities for evaluations that can help agencies measure their effectiveness, their progress towards goals and outcomes, continuous improvement, and, in some cases, meet Congressional requirements for reports and evaluations. The Learning Agendas are updated each year and form the basis for the CEO's Departmental Evaluation Plan. The evaluations focus on program performance and outcomes, measuring the impacts of core programs and services, evaluating new programs and initiatives, and testing the relative effectiveness of alternative program practices, using the most rigorous methodologies possible.

Since the last Strategic Plan in 2011, 42 program evaluations and research projects initiated by CEO in FY 2011 or FY 2012 or planned for FY 2013 relate directly or indirectly to one or more priority goals established in the Strategic Plan. Dozens of other evaluations have been conducted in ETA. Reports from completed evaluations are available at www.dol.gov/asp/evaluation and www.doleta.gov/research.

The Department's commitment to answering critical evaluation and performance questions in a rigorous way is evidenced by a greater resource commitment. For instance, in FY 2009, approximately \$3.5 million was appropriated for evaluations. In FY 2010 and FY 2011, \$8.5 million was appropriated. The FY 2012 to FY 2014 budget requests include increases also. In FY 2011, the Department set aside up to 0.5 percent of the budget for evaluation. Additionally, a total of \$9 million was requested for evaluations of employment and training programs. The increase in funding for evaluations in the Department reflects a commitment from President Obama and Secretary Perez to rigorously review how programs are performing and to identify opportunities for program improvement.

Another commitment is to refine the outcome and performance measures and improve the quality of data needed to do so. For example, the Department conducts statistical analysis to inform the definition of measures and decisions about whether adjustments are needed to better align performance measures to impacts. OSHA, WHD, and other agencies conduct extensive outreach strategies designed to enhance firms' voluntary adoption of practices or policies and improve workers' ability to access information about their rights in the workplace. Studies will analyze the data reported to the Department and conduct statistical analysis of the effect that program inspections have on compliance, future violations, and other outcomes. Using administrative data and improving the quality of

data remains a paramount concern to the Department. To that end, efforts are underway to improve technology capacity to link administrative data, standardize data systems, collaborate and share data across programs, develop ongoing longitudinal data system, and establish common identifier coding mechanisms to facilitate data linking and data analysis.

The evaluations efforts recognize that it is not sufficient to rely on performance measures alone to determine whether DOL strategies are working. Future program evaluations will do the important work of determining whether the agency activities are leading to the desired outcomes. By undertaking these evaluations, DOL intends to demonstrate, not only its commitment to achieving its goals, but its commitment to do so transparently and through the prudent use of the resources provided by the American public.

DOL EVALUATIONS AND RESEARCH FY 2011-2013

Strategic Objective	Evaluation
<p>1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.</p>	<ul style="list-style-type: none"> • Statistical Analysis of Gender Differences in Employment-related Services and Outcomes in Employment and Training Programs. • The Effect of Job Loss on Wealth Accumulation of Older Workers. • Veterans’ Transition Assistance Program Preliminary Formative Evaluation. • Process Study of Faith-Based Job Clubs. • One-Stop Career Centers Accessibility to Persons with Disabilities. • Veterans’ Supplement to the Workforce Investment Act Gold Standard Evaluation (VETS). Working with VETS and ETA, CEO contributes partial funding for the special Veterans’ component of the WIA Gold Evaluation. The veteran’s study uses a non-experimental evaluation design. • TAACCCT National Cross-Grantee Process and Meta-Analysis. • Evaluation of Pell Grant Expansions for Community College Occupational Training (with the U.S. Department of Education). The U.S. Department of Education is embarking on a major experimental design evaluation of Pell Grant demonstrations testing expansions for Occupational Training. DOL participation in the study is allowing the demonstration to include evidence of the effectiveness of occupational training in structured community college settings. • Pilot and Design of the Opportunity Youth Demonstration for Evaluating Promising Strategies for Job and Training Strategies for Disconnected Youth. This project is designing a mixed-method multi-site demonstration to conduct rigorous random assignment evaluations of promising practices for serving out-of-school youth, and will include rigorous designs for measuring institutional, management, inter-organizational, and community factors as well as direct service interventions. • Impact Evaluation of Reemployment Assistance Services for Unemployment Insurance Claimants. • Assessment of State Eligible Training Provider Lists. • Institutional Analysis of the Structure, Reach and Operations of American Job Centers.

Strategic Objective	Evaluation
<p>1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.</p>	<ul style="list-style-type: none"> • One-Stop Career Centers Accessibility to Persons with Disabilities Study (ODEP). This study is examining the extent to which American Job Centers (AJCs) are accessible to persons with disabilities. Methods include a survey of AJCs plus structured field-based implementation analysis in a large sample of AJCs. • Veterans' Supplement to the Workforce Investment Act Gold Standard Evaluation (VETS). Working with VETS and ETA, CEO contributes partial funding for the special Veterans' component of the WIA Gold Evaluation. The veteran's study uses a non-experimental evaluation design. • TAACCCT National Cross-Grantee Process and Meta-Analysis Evaluation (ETA). Non-experimental cross-grantee process and meta-analysis of the Round I and Round II TAACCT grantee programs, using grantee surveys, analysis of quarterly and annual reports to DOL, and structured implementation analysis in selected sites. • Evaluation of Pell Grant Expansions for Community College Occupational Training (with the U.S. Department of Education). The U.S. Department of Education is embarking on a major experimental design evaluation of Pell Grant demonstrations testing expansions for Occupational Training. DOL participation in the study is allowing the demonstration to include evidence of the effectiveness of occupational training in structured community college settings. • Pilot and Design of the Opportunity Youth Demonstration for Evaluating Promising Strategies for Job Training for Disconnected Youth (ETA). This project is designing a mixed-method multi-site demonstration to conduct rigorous random assignment evaluations of promising practices for serving out-of-school youth, and will include rigorous designs for measuring institutional, management, inter-organizational, and community factors as well as direct service interventions. • Assessment of the EBSA Benefit Advisors Pilot Study and Evaluation Feasibility. • Literature Review of Program Strategies to Detect Fraud and Reduce Non-Compliance with Federal Regulations and Statutes.
<p>1.3 Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.</p>	<ul style="list-style-type: none"> • Evidence-based Review/Structured Literature Review of the Effectiveness of Child Labor Laws and Policies.

Strategic Objective	Evaluation
<p>2.1 Secure safe and healthy workplaces, particularly in high-risk industries.</p>	<ul style="list-style-type: none"> • MSHA Mine Inspector Training Curriculum Revision. The objective of this evaluation is to apply technology to current Mine Safety and Health Administration (MSHA) training methods using contemporary communications technologies, distance learning, and other training approaches. • MSHA Part 50 Reporting Assessment. The purpose of this study is to determine the accuracy and completeness of nonfatal injury and illness reporting in the mining industry. • Workers’ Rights – Access, Assertion, and Knowledge (WRAAK) MSHA Survey. The purpose of this evaluation is to gauge the current level of WRAAK, or “voice” in the workplace, and the factors affecting WRAAK, specifically as it relates to the laws administered and enforced by MSHA. • WRAAK OSHA/WHD Survey. The purpose of this evaluation is to gauge the current level of WRAAK in the workplace and the factors affecting WRAAK, specifically relating to the laws administered and enforced by OSHA and WHD. • OSHA On-Site Consultation Evaluation. The purpose of this project is to test the impact of the OSHA’s Onsite Consultation program on future injury/illness rates and compliance. • OSHA Site-Specific Targeting Evaluation. The purpose of this project is to test the impact of High Rate Letters and inspections on injury/illness rates and compliance for establishments on the Primary and Secondary Lists of the OSHA Site Specific Targeting Program. • Evaluation of the Effect of FEDTARG Inspections on FECA Claims. • Evaluation of MSHA Inspectors’ Use of Innovative Mobile Technologies Demonstration. • Evidence-based Review/Structured Literature Review of Compliance Assistance Services. • Evidence-based Review/Structured Literature Review of the Effectiveness of Workers Compensation Programs.
<p>3.1 Break down barriers to fair and diverse workplaces and narrow wage and income inequality.</p>	<ul style="list-style-type: none"> • Statistical Analysis of Employment-related Services to and Outcomes for Women in DOL Employment Programs (Women’s Bureau). • Statistical Analysis of the Relationship between Enforcement Activities and Labor-related Complaints against Firms that are Federal Contractors. • Characteristics of Women Veterans and a Program Inventory of Federal Services to Women Veterans. • One-Stop Career Centers Accessibility to Persons with Disabilities Study (ODEP). This study is examining the extent to which American Job Centers (AJCs) are accessible to persons with disabilities. Methods include a survey of AJCs plus structured field-based implementation analysis in a large sample of AJCs.

Strategic Objective	Evaluation
<p>3.2 Protect workers' rights.</p>	<ul style="list-style-type: none"> • Workers' Rights – Access, Assertion, and Knowledge (WRAAK) MSHA Survey. The purpose of this evaluation is to gauge the current level of WRAAK, or "voice" in the workplace, and the factors affecting WRAAK, specifically as it relates to the laws administered and enforced by MSHA. • WRAAK OSHA/WHD Survey. The purpose of this evaluation is to gauge the current level of WRAAK in the workplace and the factors affecting WRAAK, specifically relating to the laws administered and enforced by OSHA and WHD. • Family and Medical Leave Act (FMLA) Survey and Analysis. To better understand both employees' and employers' experience with FMLA, the Wage and Hour Division in partnership with CEO conducted two new surveys to collect information about the need for and the experience with family and medical leave from employees' and employers' perspectives.
<p>3.3 Secure wages and overtime.</p>	<ul style="list-style-type: none"> • Family and Medical Leave Act (FMLA) Survey and Analysis. To better understand both employees' and employers' experience with FMLA, the Wage and Hour Division in partnership with CEO conducted two new surveys to collect information about the need for and the experience with family and medical leave from employees' and employers' perspectives. • WHD Employee Classification Study. The purpose of this study is to assess the nature of worker classification through a nationally representative survey of workers. • WHD Enterprise-Wide Enforcement Pilot. The purpose of this project is to evaluate the effectiveness of the WHDs enterprise-wide enforcement strategy in the hotel/motel industry. • Analysis of the Economic and Social Effects of Wage Violations.
<p>4.1 Provide income support when work is impossible or unavailable and facilitate return to work.</p>	<ul style="list-style-type: none"> • American Recovery and Reinvestment Act (ARRA) Unemployment Compensation (UC) Provisions Study. This evaluation is examining the role and effects of the various ARRA UC provisions in assisting unemployed workers and the challenges States faced implementing those provisions. • Statistical Analysis of Factors Associated with Return to Work by Claimants of Federal Employment Compensation Act (FECA) benefits using the FECA national data base (Office of Worker's Compensation Programs). • The Effect of Job Loss on Wealth Accumulation of Older Workers. • Impact Evaluation of Reemployment Assistance Services for Unemployment Insurance Claimants. • Longitudinal Survey of Unemployment Insurance Claimants. • Unemployment Insurance Trust Fund Simulations. • Short-Time Unemployment Compensation Demonstration Evaluation. • Evaluation of Middle Class Tax Act Unemployment Insurance Demonstrations. • Evaluation of the Effect of FEDTARG Inspections on FECA Claims.

Strategic Objective	Evaluation
<p>4.2 Improve health benefits and retirement security for all workers.</p>	<ul style="list-style-type: none"> • ARRA COBRA Premium Study. CEO is working with EBSA to understand how the ARRA COBRA premium subsidy changed individual's utilization of COBRA. • EBSA Sample Investigation Program (SIP). To measure compliance of private employee benefit plans with the Employee Retirement Security Act and to evaluate the impact of EBSA's enforcement program, drawn from a random sample (approximately 10 percent of the previous years' targeted workload).

Appendices

1. Stakeholder Outreach

The Department of Labor's mission is broad and diverse, touching the lives of working men and women, as well as organizations that support workforce information, training, security, benefits, and working conditions. Stakeholders also include unions, other worker organizations, employers and employer groups, other Federal and State agencies, various Advisory Committees, professional organizations, public interest groups, and the Congress.

GPRA requires agencies to consult with Congress and to solicit and consider the views and suggestions of those entities potentially affected by or interested in a strategic plan. Secretary Perez is committed to providing more opportunities for stakeholders to participate in the Department's decision-making processes. To solicit input from a diverse array of stakeholders, the Department added a development phase to the stakeholder outreach process. These activities, which took place in June, July and August 2013, were led by the Office of the Secretary, the Performance Management Center within OASAM, the Office of Public Affairs, the Office of Public Engagement, and the Office of Congressional and Intergovernmental Affairs. Agencies conducted separate efforts that contained common elements identified by the Department, but tailored them to their own goals and audiences.

DOL directly engaged its own employees, Congress, and stakeholders via DOL.gov and through agency outreach. DOL collected and considered the suggestions and concerns of these groups in order to refine goals, priorities, and strategies consistent with the Secretary's vision of *promoting and protecting opportunity*. It was important to the Department to share the concepts, ideas, and strategies while they were still under consideration for potential inclusion in the Plan. This allowed the Department to consider stakeholder comments while drafting the Plan. Concurrent with this initial stakeholder outreach period, input from Congress was solicited via briefings with staff and subsequently during the public comment period. Comments were distributed to the relevant agencies for consideration and changes were made to the Plan as appropriate.

Thirteen DOL agencies (those contributing directly to the 10 strategic objectives) provided highlights of their priorities and strategies in user-friendly slideshow available on the DOL website. These agencies also held listening sessions with employees working in the DOL national office and their regional offices, the general public, stakeholders, and Congress. Employee and public outreach included web chats; public versions are archived on the strategic planning website. The Department supplemented agency outreach with an email address for public comments.

Prior to publication, the Office of Management and Budget (OMB) reviewed a draft of the Strategic Plan. DOL published its draft strategic goals and objectives on the strategic planning website and solicited comments via email and other communication with stakeholders.

2. Department of Labor Strategic Goals, Strategic Objectives, and Performance Goals

The Strategic Plan is organized around five strategic goals that support the Secretary's vision of *promoting and protecting opportunity*, 10 strategic objectives that represent the Department's core values, and agency-specific performance goals which support the strategic objectives.

1. Prepare workers for better jobs.

- 1.1 Advance employment opportunities for US workers in 21st century demand sectors and occupations using proven training models and through increased employer engagement and partnerships.
 - ETA 1.1 – Increase the average earnings of individuals served through the Workforce Investment Act, Trade Adjustment Assistance, and Senior Community Service Employment Programs.
 - VETS 1.1 – Provide increased rates of intensive services to veterans and their families to advance their employment opportunities and protect the employment and reemployment rights of service members.
- 1.2 Provide marketable skills and knowledge to increase workers' incomes and help them overcome barriers to the middle class through partnerships among business, education, labor, community organizations, and the workforce system.
 - ETA 1.2 – Increase the number of participants earning industry-recognized credentials.
- 1.3 Advance workers' rights, acceptable work conditions, and livelihoods, particularly for the world's vulnerable populations.
 - ILAB 1.3 – Improve worker rights and livelihoods for vulnerable populations.

2. Improve workplace safety and health.

- 2.1 Secure safe and healthy workplaces, particularly in high-risk industries.
 - OSHA 2.1 – Improve workplace safety and health through the enforcement of occupational safety and health regulations and standards.
 - MSHA 2.1 – Prevent death, disease, and injury from mining and promote safe and healthful workplaces for the Nation's miners.

3. Promote fair and high-quality work environments.

- 3.1 Break down barriers to fair and diverse work places and narrow wage and income inequality.
 - OFCCP 3.1 – Enforce affirmative action and nondiscrimination in Federal contractor workplaces.
 - ODEP 3.1 – Foster inclusive workplaces to promote the employment, reemployment, retention, and advancement of people with disabilities.
 - WB 3.1 – Reduce barriers inhibiting or preventing women's access to – and retention in – better jobs, and ensure women's fair treatment in the workplace.

3.2 Protect workers' rights.

- OLMS 3.2 – Promote union financial integrity, democracy, and transparency.
- MSHA 3.2 – Protect miners from discrimination.
- OSHA 3.2 – Protect employees' rights to file health and safety complaints and prevent discrimination against workers who report hazards.
- WHD 3.2 – Increase corporate compliance with the Family and Medical Leave Act.

3.3 Secure wages and overtime.

- WHD 3.3 – Provide that vulnerable workers are employed in compliance and secure sustained and verifiable employer compliance, particularly among the most persistent violators.
- ETA 3.3 – Maintain oversight to provide that employers are compliant with wage and overtime laws with respect to certified foreign laborers.

4. Secure retirement, health, and other employee benefits and, for those not working, provide income security.

4.1 Provide income support when work is impossible or unavailable and facilitate return to work.

- OWCP 4.1 – Provide income support when work is impossible or unavailable and facilitate return to work (RTW) for workers experiencing workplace injuries or illnesses.
- ETA 4.1 – Facilitate timely and accurate payments to unemployed workers and rapid reemployment.

4.2 Improve health benefits and retirement security for all workers.

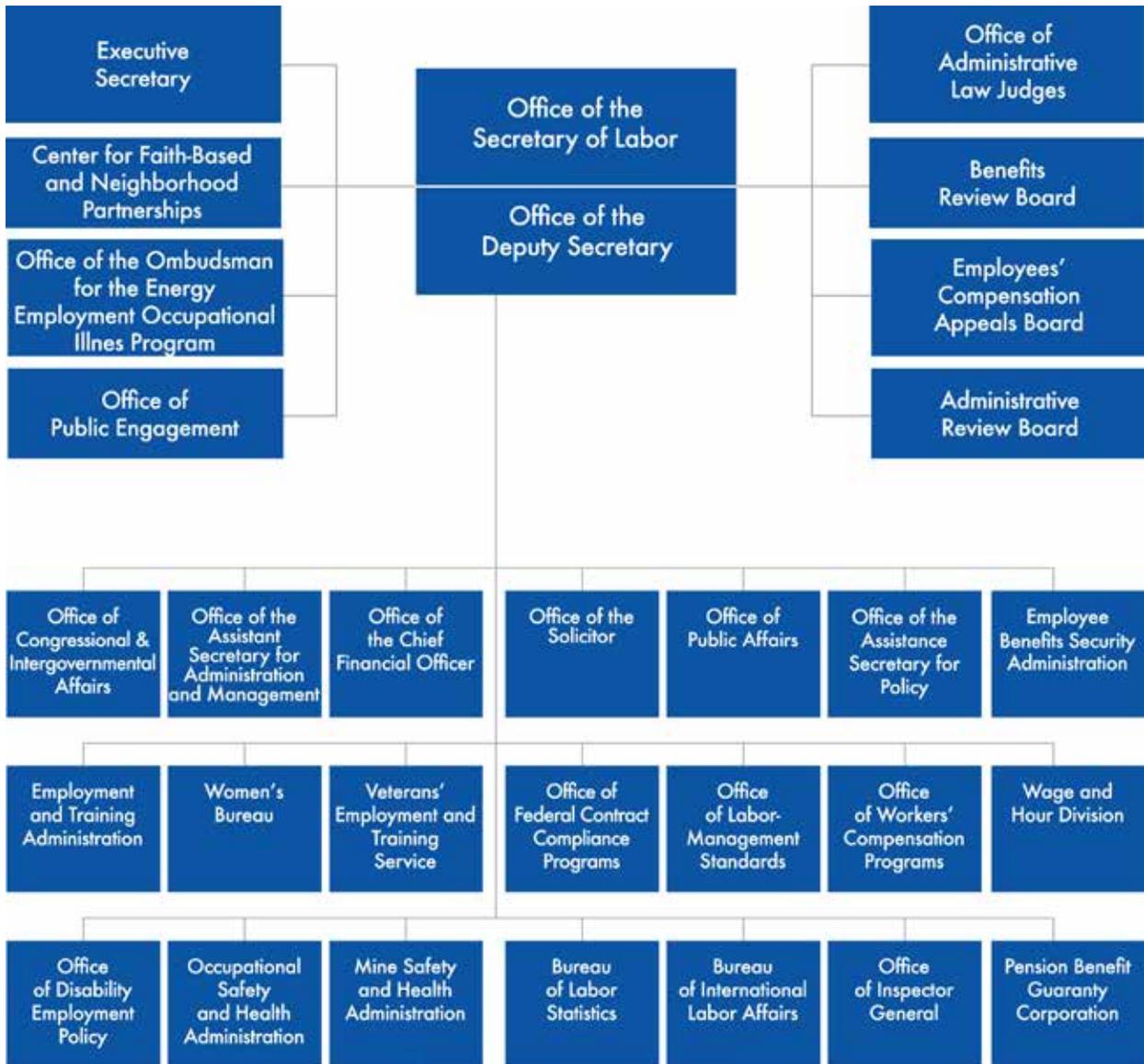
- EBSA 4.2 – Improve health benefits and retirement security for all workers.

5. Produce timely and accurate data on the economic conditions of workers and their families.

5.1 Provide sound and impartial information on labor market activity, working conditions, and price changes in the economy for decision making, including support for the formulation of economic and social policy affecting virtually all Americans.

- BLS 5.1 – Improve the timeliness, accuracy, and relevance of information on labor market activity, working conditions, and price changes in the economy.

3. Department of Labor Organizational Chart



4. Department of Labor Mission Statements

Bureau of International Labor Affairs (ILAB): The Bureau of International Labor Affairs leads the U.S. Department of Labor's efforts to ensure that workers around the world are treated fairly and are able to share in the benefits of the global economy. ILAB's mission is to use all available international channels to improve working conditions, raise living standards, protect workers' ability to exercise their rights, and address the workplace exploitation of children and other vulnerable populations.

Bureau of Labor Statistics (BLS): The Bureau of Labor Statistics of the U.S. Department of Labor is the principal Federal statistical agency responsible for measuring labor market activity, working conditions, and price changes in the economy. Its mission is to collect, analyze, and disseminate essential economic information to support public and private decision-making. Like all Federal statistical agencies, the BLS executes its statistical mission with independence, serving its users by providing products and services that are accurate, objective, relevant, timely, and accessible.

Employee Benefits Security Administration (EBSA): The mission of the Employee Benefits Security Administration is to assure the security of the retirement, health and other workplace related benefits of American workers and their families. EBSA will accomplish this mission by developing effective regulations; assisting and educating workers, plan sponsors, fiduciaries and service providers; and vigorously enforcing the law.

Employment and Training Administration (ETA): The Employment and Training Administration, in partnership with States, localities, and community organizations, assists adults and youth in transitioning to better jobs by administering effective, value-added programs that expand opportunities for employment, continuous learning, business competitiveness and community prosperity.

Mine Safety and Health Administration (MSHA): The purpose of the Mine Safety and Health Administration is to prevent death, disease, and injury from mining and to promote safe and healthful workplaces for the Nation's miners.

Occupational Safety and Health Administration (OSHA): The purpose of the Occupational Safety and Health Administration is to assure safe and healthful working conditions for working men and women by setting and enforcing standards and by providing training, outreach, education and assistance.

Office of Congressional and Intergovernmental Affairs (OCIA): The Office of Congressional and Intergovernmental Affairs promotes the Secretary's vision of *promoting and protecting opportunity* to policymakers both in Washington and throughout State and local governments. OCIA assists the Secretary, Deputy Secretary, agency heads, and departmental staff to develop effective programs and strategies to achieve the Department's legislative goals and objectives. OCIA also coordinates with Departmental leadership to educate policymakers about the Department's programs and Federal labor issues.

Office of Disability Employment Policy (ODEP): The Office of Disability Employment Policy provides national leadership by developing and influencing disability employment-related policies and practices affecting an increase in the employment of people with disabilities.

Office of Federal Contract Compliance Programs (OFCCP): The purpose of the Office of Federal Contract Compliance Programs is to enforce, for the benefit of job seekers and wage earners, the contractual promise of affirmative action and equal employment opportunity required of those who do business with the Federal government.

Office of Inspector General (OIG): The Office of Inspector General serves the American worker and taxpayer by conducting audits and investigations that result in improvements in the effectiveness, efficiency, and economy of the Departmental programs and operations. The OIG also detects and prevents fraud, waste and abuse in DOL programs; conducts investigations into labor racketeering in the American workplace; and provides advice to the Secretary and Congress on attaining the highest possible program performance.

Office of Labor-Management Standards (OLMS): The Office of Labor-Management Standards enforces standards for union democracy, including provisions for union officer elections; protects union funds and assets; and ensures financial transparency by enforcing public reporting requirements. OLMS also administers employee protections under Federal transit law, ensuring that fair and equitable arrangements are in place to protect the interests of employees affected by such Federal assistance.

Office of Public Affairs (OPA): The Office of Public Affairs develops and implements policies, guidelines and standards governing information and public affairs activities carried out by the Department of Labor. OPA provides the Secretary of Labor and Departmental agencies with advice and guidance on all matters pertaining to public affairs. OPA plans and carries out comprehensive national and regional public affairs programs and activities in support of the Secretary's goals and departmental programs and activities. OPA provides liaison with the electronic and print media, all segments of the private sector, and the general public. OPA is responsible for the management, coordination, and control of the Department's audiovisual program. OPA also provides leadership, innovation, and management of the Department's enterprise communications channels, including Internet, Intranet, National Contact Center, e-correspondence, and language translation services.

Office of the Assistant Secretary for Administration and Management (OASAM): The Office of the Assistant Secretary for Administration and Management provides the Departmental leadership and foundation for effective business operations and procurement; performance budgeting; information technology solutions; human resources and civil rights; security and emergency management; environmental sustainability; and long-term planning with a focus on results – so that the Department of Labor accomplishes its mission on behalf of America's workers.

Office of the Assistant Secretary for Policy (OASP): The Office of the Assistant Secretary for Policy provides advice to the Secretary, Deputy Secretary, and Department on matters of policy development, program evaluation, regulations, budget, and legislation that will improve the lives of workers, retirees, and their families. Integral to this role, OASP leads special initiatives and manages cross- and inter- Department activities to advance the mission of the Department of Labor.

Office of the Chief Financial Officer (OCFO): The Office of Chief Financial Officer is responsible for the financial leadership of DOL and its primary duty is to uphold strong financial management and accountability while providing timely, accurate, and reliable financial information and enhancing internal control.

Office of the Solicitor (SOL): The Office of the Solicitor provides legal enforcement, regulatory, and advisory services to advance the Department of Labor's goals on behalf of America's workers.

Office of Workers' Compensation Programs (OWCP): The mission of the Office of Workers' Compensation Programs is to protect the interests of workers who are injured or become ill on the job, their families and their employers by making timely, appropriate, and accurate decisions on claims, providing prompt payment of benefits and helping injured workers return to gainful work as early as is feasible. The OWCP implements four Federal workers' compensation statutes providing monetary, medical, and return-to-work benefits for work-related injuries and illnesses for Federal employees, Coal mine workers, Department of Energy employees (DOE) and its predecessor agencies, Longshore and Harbor workers, contractors serving overseas and certain other designated employee groups, and responsibly administers the benefit funds authorized for these purposes.

Pension Benefit Guaranty Corporation (PBGC): The Pension Benefit Guaranty Corporation enhances retirement security by preserving plans and protecting pensioners' benefits.

Veterans' Employment and Training Service (VETS): The Veterans' Employment and Training Service proudly serves Veterans and Service Members. VETS provides resources and expertise to assist and prepare them to obtain meaningful careers, maximize their employment opportunities, and protect their employment rights.

Wage and Hour Division (WHD): The Wage and Hour Division's mission is to promote and achieve compliance with labor standards to protect and enhance the welfare of the Nation's workforce.

Women's Bureau (WB): Women in the workforce are vital to the Nation's economic security. The Women's Bureau develops policies and standards and conducts inquiries to safeguard the interests of working women, to advocate for their equality and economic security for themselves and their families, and to promote quality work environments.

5. Regression Adjustment Model for Workforce System Program Performance Targets

The technical report, *Methodology for Adjusting GPRA Workforce Development Program Performance Targets for the Effects of Business Cycles* explains the model in detail.⁶⁶ This appendix presents a few features that may help readers with interest in an outline of the method.

The model:

- Estimates the relationship between performance measures and unemployment rates of local labor markets within which participants are attempting to find employment
 - Data: Individual participant data are obtained from WIASRD, TAA administrative records, or State administrative records.
 - Time Period: Data are obtained quarterly from roughly 2000 to 2008, depending upon the program and performance measure.
- Uses the estimates to adjust performance targets according to the effect of OMB's official projected unemployment rates on the various performance measures.
- Uses ordinary least squares regression to relate the performance measures to individual participant characteristics and local labor market conditions as measured by local unemployment rates. The model is written as:

$$Y_{isq} = B_0 + B_1 * X_{isq} + D_s + D_q + U_{sq} + \text{error}$$

Y_{isq} : outcome variable for individual i in WIB's (counties) in year-quarter q

X_{isq} : personal characteristics, including employment history

D_s : State or WIB dummy

D_q : quarter dummy

U_{sq} : quarterly unemployment rate by WIB or State

B_0 and B_1 : estimated coefficients

- Unemployment rates are entered in three ways
 - For all performance measures, unemployment rates are entered as the unemployment rate in the quarter within which the measure is recorded.
 - For retention rates, the change in the unemployment rate from the first to the second quarter after exit and from the second to the third quarter after exit is used, reflecting the effect of local labor market conditions on the ability to retain a job. The two changes in the unemployment rate are added together to obtain the estimate.
 - For earnings, the unemployment rate in each of the quarters in which earnings are measured are entered into the equation and the coefficients are then added together.
 - For credentials, unemployment rates for the quarter of exit and for the three subsequent quarters are used and the coefficients are added together.

⁶⁶ Available at www.doleta.gov/Performance/pfdocs/GPRAMethodology_Adjusting_GPRA_Performance_Targets_051109.pdf.

- Personal characteristics are entered as categorical variables with one of the categories omitted from the equation as the reference group.
- The equation shows the effects of personal characteristics and the unemployment rate on performance measures.
 - For example, the estimate of the effect of the unemployment rate on entered employment rate is interpreted as the percentage point change in the entered employment rate with a one percentage point change in the unemployment rate.
 - Therefore, an estimate of -1.8 means that a one percentage point change in the unemployment rate, say from 6 percent to 7 percent, is expected to reduce the entered employment rate by 1.8 percentage points. If the entered employment rate was 70 percent at an unemployment rate of 6 percent, then an increase of the unemployment rate was 6 to 7 percent would lower the expected entered employment rate from 70 percent to 68.2 percent.
- Personal characteristics are estimated with respect to a reference group
 - For age, the youngest age group is omitted. Therefore, the estimates related to the other age groups show the effect of age on the performance measure relative to the youngest age groups. For example, a coefficient of -8.5 for the 56-65 age group suggests that the entered employment rate of individuals within that age group, holding all other factors in the equation constant, is 8.5 percentage points lower than that of the youngest age group.
 - For ethnicity/race, the omitted variable is white.
 - For education, the omitted variable is high school graduate only.

6. Acronyms

ARRA	American Recovery and Reinvestment Act
BLS	Bureau of Labor Statistics
CEO	Chief Evaluation Office
COBRA	Consolidated Omnibus Budget Reconciliation Act
DM	Disability Management
DOL	U.S. Department of Labor
DBA	Defense Base Act
DBRA	Davis-Bacon and Related Acts
DVOP	Disabled Veterans' Outreach Program
EARN	Employer Assistance and Resource Network
EBSA	Employee Benefits Security Administration
EEOICPA	Energy Employees' Occupational Illness Compensation Program Act
ERISA	Employee Retirement Income Security Act
ETA	Employment and Training Administration
FECA	Federal Employees' Compensation Act
FLSA	Fair Labor Standards Act
FMLA	Family and Medical Leave Act
FY	Fiscal Year
GPRA	Government Performance and Results Act
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
JAN	Job Accommodation Network
LMRDA	Labor-Management Reporting and Disclosure Act
MSHA	Mine Safety and Health Administration
OASAM	Office of the Assistant Secretary for Administration and Management
OASP	Office of the Assistant Secretary for Policy
OCFO	Office of the Chief Financial Officer
OCIA	Office of Congressional and Intergovernmental Affairs
ODEP	Office of Disability Employment Policy
OFCCP	Office of Federal Contract Compliance Programs
OFLC	Office of Foreign Labor Certification
OIG	Office of Inspector General
OLMS	Office of Labor-Management Standards
OMB	Office of Management and Budget
OPA	Office of Public Affairs
OSHA	Occupational Safety and Health Administration
OWCP	Office of Workers' Compensation Programs
PBGC	Pension Benefit Guaranty Corporation
PMC	Performance Management Center
PY	Program Year
REA	Reemployment and Eligibility Assessment
SOL	Office of the Solicitor
TAA	Trade Adjustment Assistance
TAACCT	Trade Adjustment Assistance Community College and Career Training
TAP	Transition Assistance Program
UDM	Universal Displaced Workers Program
UI	Unemployment Insurance
U.S.	United States
VETS	Veterans' Employment and Training Service
WB	Women's Bureau
WHD	Wage and Hour Division
WIA	Workforce Investment Act

7. Internet Links

Strategic Planning and Related Information

Strategic Plans, Annual Reports, and Budgets www.dol.gov/dol/aboutdol/main.htm

DOL Regulatory Agenda www.dol.gov/asp/regs/agenda.htm

Research and Evaluation Inventory and Documents Library www.dol.gov/asp/programs/REIDL/index.htm, www.dol.gov/asp/evaluation, and www.doleta.gov/research

Employment Information (For Workers and Employers)

American Job Center www.jobcenter.usa.gov

America's Career InfoNet www.careerinfonet.org

Occupational Outlook Handbook www.bls.gov/ooh

Job Corps www.jobcorps.gov

DOL Jobs www.dol.gov/dol/jobs.htm

Disability Information and Resources www.disability.gov

Job Accommodation Network (JAN) www.askjan.org

Employer Assistance & Resource Network (EARN) www.askearn.org

CareerOneStop www.careeronestop.org

America's Service Locator www.servicelocator.org

Competency Model Clearinghouse www.xpandcorp.com/portfolio/competencymodelclearinghouse.php

Disaster Recovery Services www.careeronestop.org/disasterrecoveryservices

O*NET OnLine www.onetonline.org

Worker ReEmployment www.careeronestop.org/reemployment

Workplace Laws and Related Information

Affordable Care Act www.dol.gov/ebsa/healthreform and www.healthcare.gov

DOL Compliance Assistance www.dol.gov/compliance

Employment Laws Assistance for Workers and Small Businesses www.dol.gov/elaws

State Labor Laws and Offices www.dol.gov/whd/contacts/state_of.htm

Minimum Wage Q&A www.dol.gov/whd/minwage/q-a.htm

Fair Labor Standards Act www.dol.gov/compliance/laws/comp-flsa.htm

Family and Medical Leave Act www.dol.gov/whd/fmla/

Small Business Compliance Assistance www.dol.gov/osbp/sbrefa/

Union Reporting and Public Disclosure www.dol.gov/compliance/laws/comp-lmrda.htm

Statistical Information

Bureau of Labor Statistics Most Requested Data www.bls.gov/data

Current Population Survey www.bls.gov/cps

Employment, Hours, and Earnings www.bls.gov/ces

Employment Projections www.bls.gov/emp

Consumer Price Indexes www.bls.gov/cpi

Workplace Injury, Illness & Fatality Statistics www.osha.gov/oshstats/work.html

Safety and Health Information

OSHA's Partnership Page www.osha.gov/dcsp/partnerships/index.html

Teen Workers' Page www.osha.gov/SLTC/teenworkers

OSHA Regulations and Compliance Links www.osha.gov/comp-links.html

OSHA Standard Industrial Classification (SIC) Search www.osha.gov/oshstats/sicser.html

OSHA Reading Room www.osha.gov/readingroom.html

MSHA's Accident Prevention Program www.msha.gov/Accident_Prevention/appmain.htm
Health Hazard Information (MSHA) www.msha.gov/hhicm.htm
MSHA's National Hazard Reporting Page www.msha.gov/codeaphone/codeaphonenew.htm

Labor Department History

History at the Department of Labor www.dol.gov/oasam/programs/history/main.htm
Annals of the Department of Labor www.dol.gov/oasam/programs/history/webannalspage.htm

Labor Agencies

Bureau of International Labor Affairs www.dol.gov/ilab
Bureau of Labor Statistics www.bls.gov
Employee Benefits Security Administration www.dol.gov/ebsa
Employment and Training Administration www.doleta.gov
Mine Safety and Health Administration www.msha.gov
Occupational Safety and Health Administration www.osha.gov/index.html
Office of Disability Employment Policy www.dol.gov/odep
Office of Federal Contract Compliance Programs www.dol.gov/ofccp
Office of Labor-Management Standards www.dol.gov/olms
Office of Workers' Compensation Programs www.dol.gov/owcp
Veterans' Employment and Training Service www.dol.gov/vets
Wage and Hour Division www.dol.gov/whd
Women's Bureau www.dol.gov/wb



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Thomas E. Perez, Secretary of Labor