

Virginia Occupational Safety and Health Programs

SOAR

Federal FY 2025

Virginia Department of Labor and Industry
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I. Executive Summary

The Virginia Department of Labor and Industry (DOLI) administers the Virginia Occupational Safety and Health (VOSH) Program. VOSH's mission is to make Virginia a better place to live, work, and conduct business. The Agency accomplishes this mission by promoting a safety and health culture that will result in injury free careers thus enhancing Virginia's workforce.

Through strategic planning and regular meetings among leadership, compliance, and cooperative programs staff, VOSH coordinates efforts to reach industries and employees where the greatest potential for illness and injuries was present. VOSH updated its five-year Strategic Plan for federal fiscal years 2024-2028. This five-year strategic plan established two strategic goals:

Goal 1: Reduce Occupational Hazards Through Direct Intervention

Goal 2: Promote a Safe and Healthful Workplace Culture

The metrics used to monitor and track these goals include:

- Cooperative Programs Activities and Outreach Efforts (federal fiscal year "FFY")
- Compliance Inspection-related Activities (FFY)
- Federal OSHA State Activity Mandated Measures (SAMM) (FFY)
- BLS Injury, Illness, and Fatal Accident Statistics (calendar year "CY")

To drive the execution of these goals, VOSH implemented the following priorities:

- Strengthening external facing engagement and capabilities
- Transitioning to a more cohesive team
- Improving operations through better internal processes, systems, and technologies

This SOAR presents a review of the strategies used and results achieved in FFY2025. Special accomplishments, as well as the successful completion of mandated activities are also discussed. We are pleased to share this annual report that highlights VOSH's performance for FFY2025.

II. Summary of Annual Performance Plan Results

Strategic Goal 1

Strategic Goal	1	Reduce Occupational Injuries, Illnesses, and Fatalities through Direct Intervention		
Performance Goal	1.1	Reduce the rate of workplace injuries and illnesses.		
	1.1.A	By 2025, decrease injuries and illnesses per 100 workers in the workplace. 5-Year Strategic Plan Goal Rate Targets: FFY2028: 3.35 FFY2027: 3.40 FFY2026: 3.45 FFY2025: 3.50 FFY2024: 3.55		
Strategy	<ul style="list-style-type: none"> Analyze data to better identify establishments for inspections. Research new sources for information to identify best targets. Investigate worksites in non-programmed areas through rapid response to complaints, referrals, and utilizing multi-employer policy. Inspect 7% of total inspections at public-sector worksites. Analyze results and effectiveness of compliance inspections to determine their impact on fatalities, injury, and illness rates. Identify and implement adjustments that will increase the impact of compliance inspections. Analyze the effectiveness of guidance and standards and identify needed changes. 			
Performance Indicator	Annual Total Recordable Case (TRC) rate released by the Bureau of Labor Statistics (BLS) on a calendar year basis.			
FFY 2025 Results	<p>The performance data for this measure for 2024 has not yet been released by the Bureau of Labor Statistics; therefore, the most recent available data from 2023 was used. Based on current trends, the agency is progressing toward achievement of this strategic goal.</p> <p>The TRC rate for CY 2023 is 2.3 per 100 workers. Source: https://www.bls.gov/iif/state-data/table-1-injury-and-illness-rates-by-industry-2023-virginia.xlsx</p>			
Conclusion		Baseline (2006TRC)	2025 Target	2023 Result
		4.4	3.5	2.3
VOSH met this goal.				

Strategic Goal	1	Reduce Occupational Injuries, Illnesses, and Fatalities through Direct Intervention		
Performance	1.1	Reduce the rate of workplace injuries and illnesses.		

Goal	1.1.B	Conduct 100% of on-site serious complaint inspections within five working days or initiate 100% of serious complaint investigations within five working days.		
Performance Indicator	100% of complaints alleging serious hazards are inspected or investigated within five working days.			
FFY2025 Results	The average response time for initiating complaint inspections was 3.78 days. The average response time for initiating complaint investigations was 4.11 days.			
Conclusion		Baseline	2025 Target	2025 Result
		100%	100%	<p>The average Number of Work Days to Initiate Serious Complaint Inspections was 3.78 days. (SAMM 1A) (State Formula) This goal was met</p> <p>The average Number of Work Days to Initiate Serious Complaint Investigations was 4.11 days (SAMM 2A) (State Formula) This goal was met</p>
VOSH met this goal.				
Comments				

Strategic Goal	1	Reduce Occupational Injuries, Illnesses, and Fatalities through Direct Intervention
Performance Goal	1.2	Reduce the rate of workplace fatalities.
	1.2.A	<p>By 2025 decrease fatalities in the workplace per 100,000 workers. 5-Year Strategic Plan Goal Rate Targets: FFY2028: 3.40 FFY2027: 3.45 FFY2026: 3.50 FFY2025: 3.55 FFY2024: 3.60 FFY2023: 3.65</p>

Strategy	<ul style="list-style-type: none"> Analyze data to better identify establishments for inspections. Research new sources for information to identify best targets. Inspect worksites in non-programmed areas. Inspect identified public-sector worksites. Analyze results and effectiveness of compliance inspections to determine their impact on fatalities, injury, and illness rates. Identify and implement adjustments that will increase the impact of compliance inspections. Analyze the effectiveness of guidance and standards and identify needed changes. 			
Performance Indicator	Annual workplace fatality rate in Virginia per 100,000 workers released by BLS on a CY basis.			
FFY2025 Results	<p>The performance data for this measure for 2024 has not yet been released by the Bureau of Labor Statistics; therefore, the most recent available data from 2023 was used. Based on current trends, the agency is progressing toward achievement of this strategic goal.</p> <p>The performance data for CY2023 indicates a rate of 2.7 fatalities per 100,000 workers in Virginia. Baseline rate of 4.0 fatalities per 100,000 workers in 2016. CY2023 rate of 2.7 represents a 25% reduction from the 2024 Target of 3.60, and a 24% reduction from the 2025 Target of 3.55.</p> <p>NOTE: The number of total fatal injuries in Virginia for CY2023 was 117.¹ CY2023 CFOI: https://www.bls.gov/iif/state-data/fatal-occupational-injuries-in-virginia-2023.htm</p>			
Conclusion		Baseline	2025 Target	2023 Result
		4.0	3.55	2.7
VOSH met this goal.				
Comments				

Strategic Goal	1	Reduce Occupational Injuries, Illnesses, and Fatalities through Direct Intervention
Performance Goal	1.2	Reduce the rate of workplace fatalities.
	1.2.B	Annually initiate inspections of 100% of fatalities and catastrophes within one working day of notification.
Strategy	<ul style="list-style-type: none"> Promptly initiate fatality and catastrophe investigations within <u>one</u> working day. 	
Performance Indicator	Percent of inspections of fatalities and catastrophes initiated within <u>one</u> working day of notification. (SAMM 10).	

¹ This data is from the Bureau of Labor Statistics Census of Fatal Occupational Injuries (CFOI) and includes fatalities and industries that are not within VOSH's jurisdiction. This data is used because it can be compared to the national rate and other state rates.

FFY 2025 Results	100% of inspections of fatalities and catastrophes were initiated within <u>one</u> working day of notification.		
Conclusion	Baseline	2025 Target	2025 Result
	100%	100%	100%
VOSH met this goal.			
Comments			

Strategic Goal	1	Reduce Occupational Injuries, Illnesses, and Fatalities through Direct Intervention	
Performance Goal	1.3	Reduce the rate of workplace injuries and illness in worksites.	
	1.3A	Reduce the rate of workplace injuries and illnesses in worksites through participation in the Voluntary Protection Programs (VPP).	
Strategy	<ul style="list-style-type: none"> Increase the TRC percentage difference from National Average TRC for worksites in Virginia through participation in VPP. 		
Performance Indicator	<p>Annual Total Recordable Cases (TRC) rate (national) for all industries released by BLS on a calendar year basis compared to the Virginia VPP STAR worksite TRC rates as an average for all participating sites.</p> <p>NOTE: National averages historically show that VPP sites are routinely more than 50% below the Bureau of Labor and Statistics (BLS) Total Case Incident Rate (TCIR) and BLS Days Away from Work, Restricted Work Activity, or Job Transfer (DART) rate for their respective industries.</p> <p>According to OSHA’s Annual VPP Evaluation of Calendar Year 2023 Injury and Illness Rates, nationally, on average rates for site-based non-construction VPP participants are 59 percent below the Bureau of Labor and Statistics (BLS) Total Case Incident Rate (TCIR) and 63 percent below the BLS Days Away from Work, Restricted Work Activity, or Job Transfer (DART) rate for their respective industries.</p>		
FFY2025 Results	<p>The performance data for this measure for 2024 has not yet been released by the Bureau of Labor Statistics; therefore, the most recent available data, from 2023, was used. Based on current trends, the agency is progressing toward achievement of this strategic goal.</p> <p>In 2023, the TRC for all private industries nationally reported by BLS was 2.4. Employer-Reported Workplace Injuries and Illnesses - 2023 (bls.gov)</p> <p>The average Virginia VPP STAR worksite had a TRC rate of 1.41, or 72% below the national average in 2023</p>		
Conclusion	Baseline	2025 Target	2025 Result
	50% below national	50% below	72% below

	VOSH met this goal.
Comments	

Strategic Goal 2

Strategic Goal	2	Promote a safe and healthful workplace culture through worker involvement in all aspects of safety and health.		
Performance Goal	2.1	Enhance worker involvement in all aspects of safety and health.		
	2.1 A	One hundred percent of VOSH on-site activities (e.g., inspections) will include a worker involvement component annually, such as interviews, informal conferences, and walk-around inspections.		
Strategy	<ul style="list-style-type: none"> Ongoing monitoring of inspection data. 			
Performance Indicator	Observed data in OIS review. (SAMM 13).			
FFY2025 Results	Worker involvement through interviews, informal conferences and walk-around inspections as reviewed by region Safety and Health Directors at 100%. Observed data in OIS review. (SAMM 13).			
Conclusion		Baseline	2025 Target	2025 Result
		100%	100%	100%
	VOSH met this goal.			
Comments				

III. Progress Toward Strategic Plan Accomplishments

The Virginia DOLI is advancing toward the completion of its transformation agenda. In 2022, the agency faced declining performance metrics, elevated vacancy rates, and outdated regulatory programs. To address these challenges, leadership launched a transformation strategy designed to move DOLI from a state of survival to one of sustained growth and excellence.

Through the execution of its **Top Five Initiatives** and the integration of **Values-in-Action**, DOLI has achieved measurable progress: improved performance across core programs, stronger retention of leaders and technical staff, enhanced budget management, and deeper stakeholder engagement. The Top Five Initiatives include Strengthening External Engagement, building a cohesive team, modernizing operations, simplifying and empowering infrastructure, and enhancing program integrity and impact. The values in action framework emphasize leadership accountability, transparency and collaboration, and innovation and prevention. These outcomes demonstrate that the transformation is not only underway but delivering tangible results that position the agency for long-term strength and resilience.

In FFY 2025, the VOSH program entered a renewed phase of performance and effectiveness following a multi-year, agency-wide transformation initiative. Beginning in 2023 and accelerating through FFY 2025, the Virginia DOLI strategically rebuilt core infrastructure across people, processes, programs, and products, shifting the agency from a posture of attrition (e.g.

performance, people and funding) to sustained operational improvements impacting Virginia’s businesses and workforce.

These changes have resulted in measurable improvements in inspection volume, hazard detection and abatement, workforce stability, stakeholder engagement, and program modernization, while assuring alignment with federal OSHA requirements and state-plan performance expectations.

Recruitment and retention of Compliance Safety and Health Officers (CSHOs) has been a central focus of VOSH’s transformation strategy. DOLI has 59 funded CSHO positions that address occupational safety and health compliance. In FFY2025, DOLI employed 55 CSHOs, 11 of them were in the apprenticeship program which takes approximately 1.5 years to complete. This staffing level reflects deliberate investments in pipeline development, onboarding and improving long-term retention.

The VOSH program recognizes the value of field presence in promoting a culture of safety and health in the workplace. The demographics of the Commonwealth have changed significantly since the initial safety and health benchmarks were set in 1986 (38 safety and 21 health CSHOs). At that time, there were 109,000 establishments and 2.1 million employees in the Commonwealth. By 2025, Virginia had approximately 310,000 establishments and 4.1 million employees in its workforce².

Metric	1986	2025	Percentage Increase
Establishments	109,000	310,000	185%
Workforce	2.1 million	4.1 million	95%

This growth, a 185% increase in establishments and 95% increase in the workforce, underscores the importance of VOSH’s emphasis on field presence, leadership stability, and inspection efficiency.

Leadership development has been a central component of VOSH’s transformation strategy. By investing in leadership capacity and organizational clarity, the program aligned operations, enabling more focused management, streamlined workflows, and improved accountability. This strategy included providing one-on-one mentoring and tailored leadership courses. This structural shift supported the development and implementation of an updated Field Operations Manual, enhancing consistency in enforcement and compliance activities statewide.

In support of this effort, the agency hired two new Regional Directors, resulting in increased regional stability, strengthened supervisory oversight, and improved operational performance. These leadership enhancements have contributed to continuous program improvement, more effective deployment of field staff, and sustained gains in inspection quality, hazard detection and abatement, and case management.

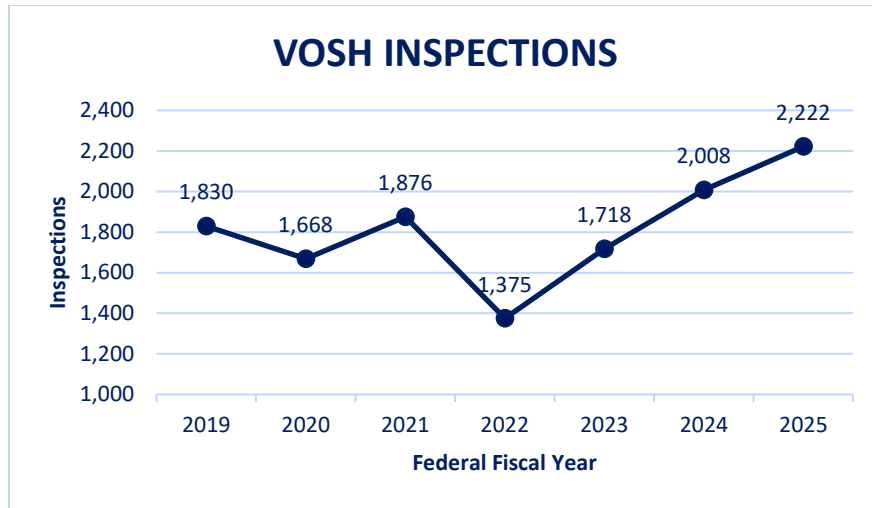
This leadership and technical expertise were further demonstrated through VOSH’s role in

² Quarterly Census of Employment & Wages (virginiaworks.com) 2024 Annual.

redeveloping the Virgin Islands OSHA territorial plan. This multi-year initiative, assigned by the U.S. Department of Labor, reflects the strong reputation and credibility of Virginia’s OSHA-approved state plan. Through close collaboration and technical assistance, DOLI supported the Virgin Islands in strengthening program infrastructure, alignment with federal requirements, and operational effectiveness. As a result of this effort, Virgin Islands OSHA is no longer classified as a high-risk grantee, further reinforcing Virginia’s role as a trusted partner and leader within the national OSHA state plan community.

A. Compliance and Enforcement Activities.

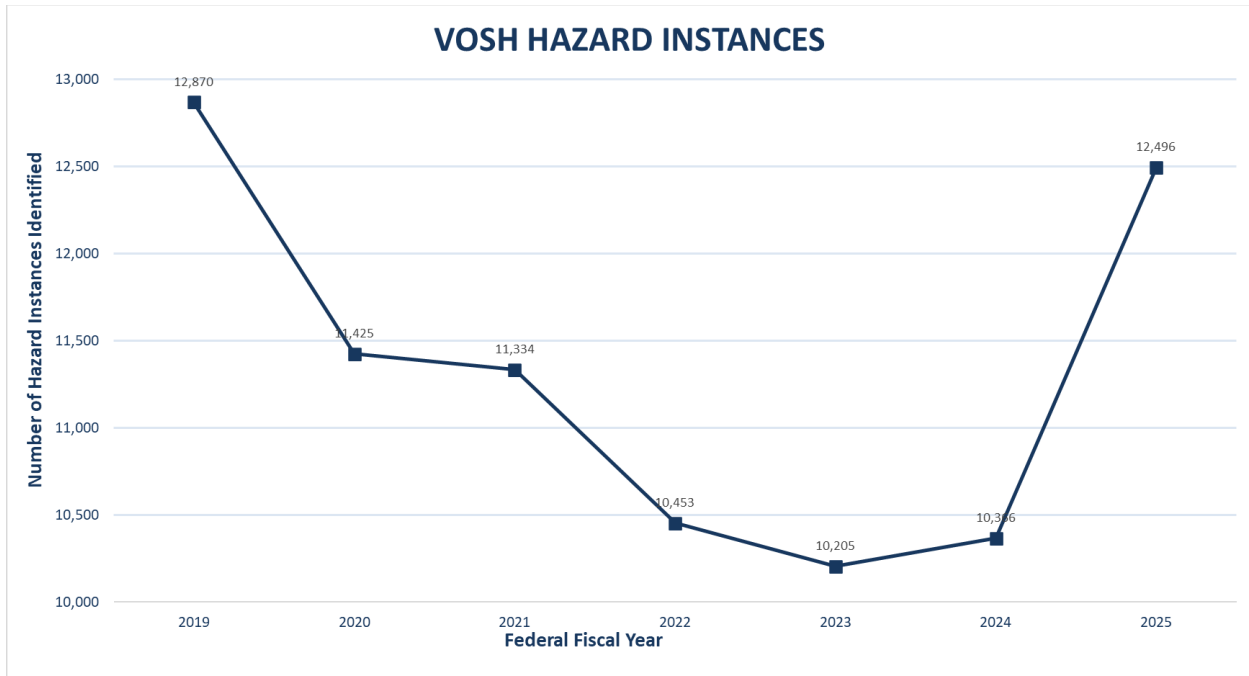
In FFY2025, VOSH CSHOs made noteworthy progress toward Goal 1. VOSH CSHOs conducted 1,716 safety inspections and 506 health inspections, totaling 2,222 inspections³.



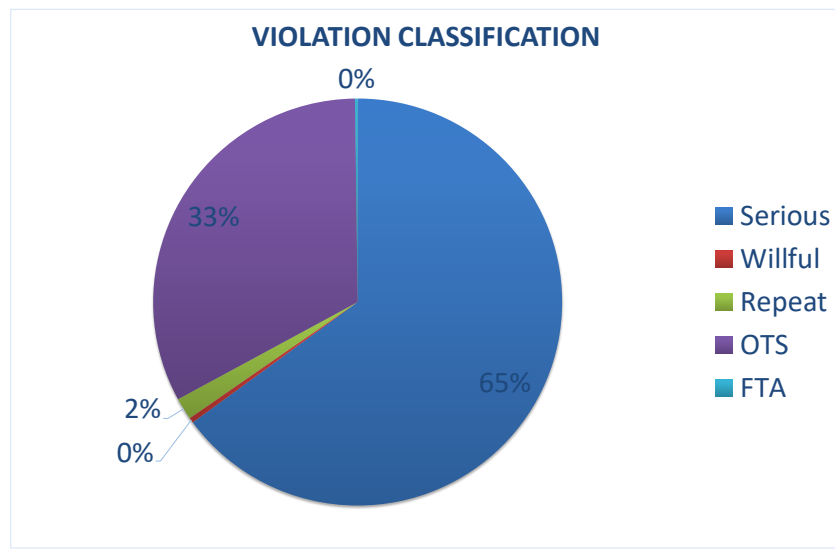
This represents a 61% increase from the program’s low point in 2022.

In FFY 2025, VOSH identified a broad number of workplace hazards. Overall, VOSH identified 12,496 workplace hazards that have been detected and abated, returning to pre-pandemic levels of performance.

³ OIS FFY Violation Detail report 2025 10.1.24 to 9.30.25 run December 15, 2025

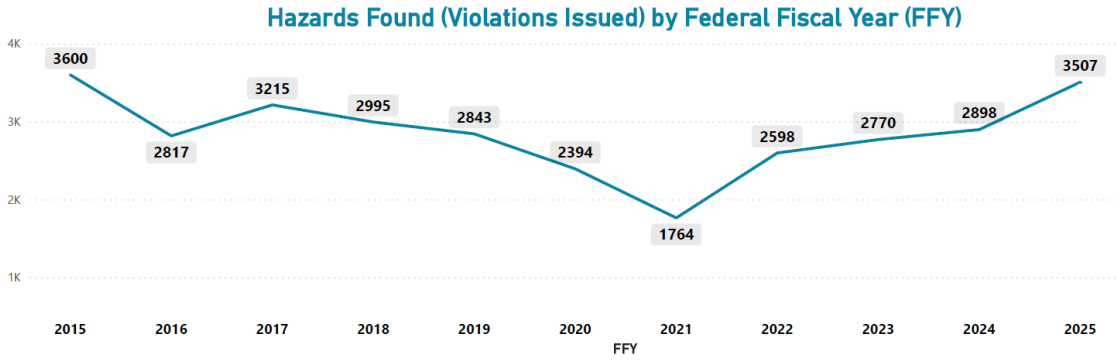


These hazards were addressed through the issuance of 4,890 violations. Most of these violations were classified as Serious (65%), willful (0.4%) or repeat (1.74%). In addition, 1,600 violations (32%) were classified as other-than-serious (OTS) with ten (0.2%) failure to abate (FTA).⁴

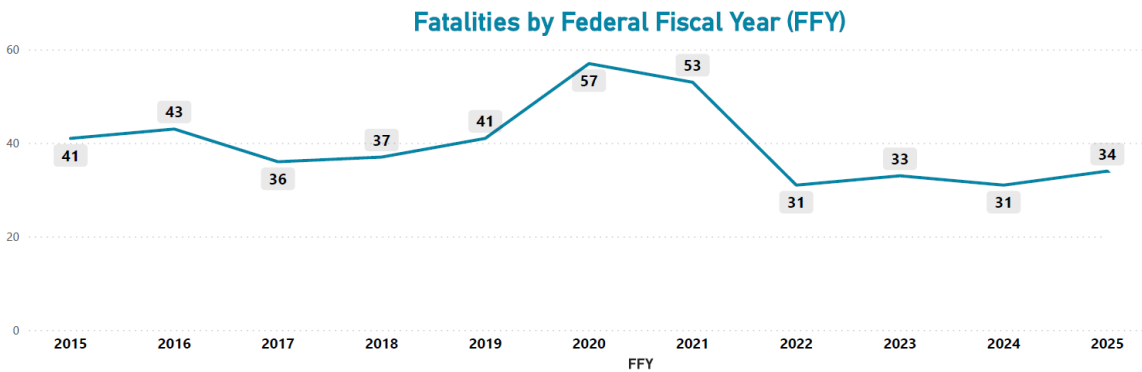


The number of hazards found reflects an approximately **99% increase** from 2021, demonstrating improved inspection throughput, case quality, and enforcement follow-through.

⁴ OIS FFY Violation Detail report 2025 10.1.24 to 9.30.25 run December 15, 2025



VOSH inspected 34 fatal accidents in FFY 2025. While any occupational fatality is a concern, long-term trend data shows a general downward trend since 2015. The significant decrease in fatalities observed in 2020 and 2021 reflects the impact of COVID-19 on the workforce.



For 2025, 50% in construction, 35% in general industry, 9% of fatalities in agriculture, and 6% in other industries.

Fatalities by industry	
Industry Type	Fatalities
Construction	17
General Industry	12
Agriculture	3
All Other	2

Fatalities continue to align with OSHA’s Focus Four hazards: falls, struck-by, caught-in/between, and electrocution, reinforcing the importance of targeted prevention strategies.

Fatalities Causes		
Cause	Fatalities	Percentage of total fatalities
Struck by/against	13	38%
Falls	8	24%

OHV/Electrocution	6	18%
Caught-in/between	6	18%
Explosion	1	0.03%

B. Cooperative Program Activities

Over the past federal fiscal year, VOSH has continued to strengthen stakeholder engagement and expand the breadth and effectiveness of its cooperative program offerings. These efforts reflect a strategic emphasis on prevention, voluntary compliance, and sustained safety and health management systems across industries. Through targeted outreach, structured partnerships, and enhanced technical assistance, VOSH has reinforced cooperative programs as a core component of the Commonwealth’s occupational safety and health strategy.

Voluntary Protection Programs

The Virginia Voluntary Protection Programs (Virginia VPP) maintain a long-standing record of success and strong support from the business community, labor organizations, and public-sector employers. The program continues to be highly effective in fostering cooperative relationships that go beyond compliance and promote worksite-based safety and health excellence.

Virginia VPP continues to thrive:

- 39 Virginia STAR sites
- 11 Virginia CHALLENGE
- 13 Virginia BEST
- 4 Virginia BUILT
- 8 VADOC CHALLENGE

Virginia STAR is a free recognition program promoting worksite-based safety and health excellence. The program assists businesses and government agencies in substantially improving occupational safety and health protections of employees through voluntary and cooperative efforts to move Virginia to an injury free career culture.

Virginia Challenge is a step-by-step three-stage process that lays down a road map to making companies safe and healthy. This program provides flexibility for diverse industries with three levels of participation for general industry and provides recognition for employers’ incremental improvements on their path to attaining Virginia STAR status.

Virginia BEST Program (Building Excellence in Safety, Health and Training) is a strategic partnership between the VOSH Program and the Associated General Contractors of Virginia (AGCVA) designed to encourage and recognize AGCVA members who voluntarily implement safety and health management systems to benefit construction workers and reduce or eliminate injuries, illnesses and fatalities on construction sites.

Virginia BUILT is designed to encourage and recognize Associated Builders and Contractors-Virginia (ABC-VA) members who voluntarily implement safety and health management systems to benefit construction workers and reduce or eliminate injuries, illnesses and fatalities on

construction sites.

Virginia Department of Corrections (DOC) Challenge was developed to encourage more VADOC worksites to work injury free by becoming members of VVPP. Eight correctional facilities have been identified and are currently participating in the application phase for step one participation in VADOC Challenge.

Consultation and SHARP

VOSH consultation services remain a critical tool for reaching small employers. During the reporting period, program staff conducted 275 consultation visits, identifying and correcting more than 1,000 workplace hazards. These efforts resulted in 11 establishments achieving participation in the Virginia Safety and Health Achievement Recognition Program (SHARP), which recognizes small businesses that operate exemplary injury and illness prevention programs. Consultation outcomes continue to demonstrate the program’s effectiveness in achieving early hazard correction and sustained compliance.

VOSH Institute for Learning and Outreach (VILO)

The VOSH Institute for Learning & Outreach (VILO) was established and piloted in 2024 by the Virginia Department of Labor and Industry’s Division of Regulatory Programs, Occupational Safety and Health (VOSH), to serve as Virginia’s Center for Excellence in creating an injury free career culture.

VILO maintains permanent, state-of-the-art classroom space and outdoor experiential resources at the Virginia Public Safety Training Center (VPSTC) in Hanover, Virginia. Its presence at VPSTC strengthens DOLI’s role as a premier public safety partner and supports the sharing of resources, expertise, and best practices in a collaborative and cost-effective environment. Beyond this primary location, VILO also provides virtual and in-person training across the Commonwealth and collaborates with agencies and organizations to develop and deliver additional training opportunities. VILO further serves as a host training organization for the National Resource Center (NRC) – WVU OSHA OTIEC.

In calendar year 2025, VILO offered 25 safety and health training courses and events to the public,



including the inaugural Trench Safety Summit Day. This year, VILO was further strengthened by the one-time award of a Susan Harwood Training Grant from Federal OSHA, supporting the hiring of dedicated trainers, development of new curricula, and expansion of course offerings.

VOSH Alliances

In 2025, VOSH established its first Alliance with the National Electrical Contractors Association Washington, D.C. Chapter (DC NECA) and the National Electrical Contractors Association IBEW Local Union 26. These Alliances advance VOSH’s strategic goals through collaborative activities that promote awareness, outreach, and communication; share information on regulatory and enforcement initiatives; host best-practice seminars; provide opportunities for VOSH participation at conferences and meetings; and develop and distribute compliance-assistance materials.

The Alliance also places a strong emphasis on training and education by supporting the development and delivery of programs for employers and workers through the new VOSH Institute for Learning and Outreach (VILO). As an outcome of this inaugural Alliance, VOSH offered an Electrical Safety Workshop to the public and conducted an additional workshop for internal agency stakeholders during FFY 2025. Electrical exposure accounted for six fatalities, approximately 18 percent of the Commonwealth’s total occupational fatalities during the year. This Alliance directly strengthens Virginia’s efforts to prevent and eliminate fatalities associated with electrical hazards.

C. Stakeholder Engagement

Innovation and Outreach

To expand its reach and improve the effectiveness of stakeholder engagement, VOSH strengthened its outreach and communications capacity during the reporting period by hiring a marketing specialist. This role supports strategic communication across the Commonwealth and enhances the delivery of VOSH services and initiatives through coordinated use of social media, digital and print communications, professional networking, and targeted outreach campaigns. These efforts have improved visibility, accessibility, and understanding of occupational safety and health resources among employers, workers, and partner organizations.

Economic Impact of VOSH Inspections

The impact of VOSH’s enforcement and outreach activities is further supported by independent economic analysis conducted by the Weldon Cooper Center for Public Service⁵. The analysis found that VOSH inspections in 2022 alone are projected to produce approximately \$245 million in positive economic impact for Virginia over the next 20 years. These findings reinforce the value of effective occupational safety and health programs in protecting workers while strengthening businesses and communities.

**Table: Economic Impacts of 2022 VOSH Inspections by Year and Outcome
(Dollar Values expressed in terms of real 2022 dollars)**

	GDP	Output	Personal Income	State Tax Revenue	TOTAL IMPACT
2022–2044	\$16,707,020	\$28,967,538	\$16,348,886	\$931,521	\$62,954,965.00

⁵ Study on DOLI website: <https://doli.virginia.gov/resources/economic-impact-of-vosh/>

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Culture of Prevention and Fatality Reduction Initiatives

VOSH expanded its prevention-focused messaging through the “*What IF?*” cooperative program campaign, which emphasizes a shared responsibility model for workplace safety. The campaign promotes management commitment, leadership accountability, and peer-to-peer responsibility as foundational elements of effective safety and health systems. By framing prevention as both a cultural value and a business imperative, the campaign supports sustained behavior change and encourages employers to integrate safety into core business operations. In parallel, VOSH continued to advance fatality prevention through targeted communications and outreach efforts focused on high-risk hazards and industries.



Annual Safety and Health Conference

The Annual VOSH Safety and Health Conference remains a cornerstone of the program’s outreach and professional development strategy. Held July 15–18, the conference provided a comprehensive forum for employers, workers, and safety and health professionals to receive training, share best practices, and strengthen connections across the Commonwealth’s safety network. The event featured experiential learning opportunities through VOSH’s Alliance Partners, DC NECA-IBEW, who provided hands-on training sessions, and New River Electrical Corporation-led engagement focused on their injury free career culture and key hazards such as lockout/tagout, personal protective equipment, confined space entry, and electrical safety. These engagements showcase practical integration of prevention principles into business models. Overall, the conference increased stakeholder engagement, reinforced the importance of safety management systems, and supported the broader cultural shift toward prevention and injury free workplaces.



Non-English-Speaking Outreach

VOSH acknowledges the rich diversity of Virginia’s workforce and the importance of effective communication. VOSH is committed to integrating diverse languages to better serve our workforce, DOLI has enhanced its communication efforts by offering website translation options in over 100 languages.

D. Significant Cases

1. Unique settlement - New River Electrical Corporation

On October 12, 2023, VOSH issued a Citation and Notification of Penalty to New River Electrical Corporation alleging four willful–serious violations of the Virginia Occupational

Safety and Health law, with proposed civil penalties. The employer timely contested all cited violations and proposed penalties pursuant to § 40.1-49.4 of the Code of Virginia. The case was resolved through a negotiated settlement prior to trial. Under the terms of the settlement agreement, citation items were revisited and clarified. The employer agreed to abate all identified hazards and withdrew its notice of contest. As part of the settlement, New River Electrical Corporation committed to reinvest the amount of the penalty reduction, over a 36-month period into enhanced safety and health initiatives. These measures include the development and integration of an “Injury Free Career” safety culture, the establishment of an executive-level safety roundtable focused on fatality prevention and safety management systems, and the provision of periodic progress reports to VOSH through 2025.

2. Fatality Case - Spotsylvania County

On July 7, 2022, an employee of Spotsylvania County working at one of the County’s trash and recycling centers, was fatally injured after entering a heavy duty, high-volume trash compactor to perform service without following lockout/tagout procedures. He suffered fatal injuries when the compactor’s ram was activated by a compactor operator who was unaware of the employee’s presence in the compactor. As a result of the VOSH fatality investigation, the employer was issued willful and serious violations, primarily addressing the failure to follow lockout/tagout and confined spaces policies and failure to provide training to employees on those policies. The Department made a criminal referral to the Commonwealth’s Attorney for Spotsylvania County. The supervisor of the deceased employee and the compactor operator were indicted on charges of felony involuntary manslaughter in July 2023. VOSH civil litigation of the violations and proposed penalty were scheduled to proceed with an Informal Fact-Finding Conference (“IFFC”) pursuant to Virginia’s Administrative Process Act, Va. Code §2.2-4019, on March 27 and 28, 2025. VOSH successfully resolved the case. The settlement agreement included significant enhanced abatement measures by Spotsylvania County, including annual audits of the County’s safety and health management system, the creation of emphasis programs and an employee safety team, as well as additional training for employees.

E. Regulations

In FFY 2025, the Safety and Health Codes Board (SHCB) held two meetings, on March 19 and September 17, to further enhance workplace safety. During these meetings, the Board adopted two federal-identical standards focusing on revisions to the hazard communication standards and Personal Protective Equipment Standard in Construction.

In 2025, the VOSH program proactively aligned itself with OSHA directives by addressing the following directives:

- VOSH Directive 02-051B, Scheduling System for Programmed General Schedule Inspections
- VOSH Directive 02-054B, Process Safety Management of Highly Hazardous Chemicals, 1910.119 – Inspection Procedures and Interpretive Guidance

- VOSH Directive 09-104B, Recordkeeping Policies and Procedures Manual (RKM)

In 2025, the VOSH program aligned itself with OSHA regulatory activity by adopting the identical of the following standards:

- 16VAC25-60, Final Rule Regarding Walkaround Worker Representative Designation Procedures (11/20/2024)
- 16VAC25-90, Revise Hazard Communication Standard (11/20/2024)
- 16VAC25-90, Revise Hazard Communication Standard (First Correction) (7/30/2025)
- 16VAC25-175, OSHA Personal Protective Equipment Standard in Construction (7/30/2025)

F. Emphasis Programs

In 2025, the VOSH program aligned itself with OSHA emphasis programs by adopting the following:

- VOSH Directive 14-233D, NEP on Amputations in Manufacturing Industries

IV. Mandated Activities

SAMM Number	SAMM Name	State Plan Data	Further Review Level	Notes
1a	Average number of workdays to initiate serious complaint inspections (state formula)	3.78	5	The further review level is negotiated by OSHA and the State Plan.
1b	Average number of workdays to initiate OTS complaint inspections (State Formula)	7.34	15	This measure is for informational purposes only and is not a mandated measure.
1c	Average Number of Work Days to Initiate Serious Complaint Inspections (Federal Formula)	1.86	n/a	This measure is for informational purposes only and is not a mandated measure.
1d	Average Number of Work Days to Initiate OTS Complaint Inspections (Federal Formula)	1.54	N/A	This measure is for informational purposes only and is not a mandated measure.
2a	Average number of workdays to initiate serious complaint investigations (state formula)	4.11	5	The further review level is negotiated by OSHA and the State Plan.

2b	Average number of workdays to initiate OTS complaint investigations (state formula)	3.88	15	The further review level is negotiated by OSHA and the State Plan.
2c	Average Number of Work Days to Initiate Serious Complaint Investigations (Federal Formula)	1.76	N/A	This measure is for informational purposes only and is not a mandated measure.
2d	Average Number of Workdays to Initiate OTS Complaint Investigations (Federal Formula)	1.45	N/A	This measure is for informational purposes only and is not a mandated measure.
3	Timely Response to Imminent Danger Complaints and Referrals (Percent of Complaints and Referrals of Imminent Danger Responded to within 1 Day)	93.75%	100%	The further review level is fixed for all State Plans. <u>Note:</u> please see section VI for an explanation on this measure
4	Number of denials where entry not obtained	0	0	The further review level is fixed for all State Plans.

5a	Average number of Serious/ Willful/ Repeat violations per inspection with violations	1.85	-20% of national average: 1.69	The further review level is based on a three-year national average. The FRL is less than 1.35 average number of Serious, Willful, Repeat, Unclassified (SWRU) violations per inspection.
5b	Average Number of Other than Serious Violations per Inspection with Violations	1.04	-20% of national average: 0.97	The further review level is based on a three-year national average. The FRL is less 0.78 average number of Other-than-serious violations per inspection.
6	Percent of total inspections in state and local government workplaces	6.39%	-20% of 5.6% (FY25 grant)	The further review level is based on a number negotiated by OSHA and the State Plan through the grant application (7%). The FRL is less than 4.48% of total inspections in state and local government workplaces.
7a	Number of safety inspections	1,715	-20% of 1,322.40 (FY25 grant)	The further review level is based on a number negotiated by OSHA and the State Plan through the grant application. The FRL is less than 1322.40 total safety inspections and the FRL is less than 384 total health inspections.
7b	Number of health inspections	508	-20% of 384.00 (FY25 grant)	
8	a. Average Current Penalty per Private Sector Serious Violation Total (1 to greater than 250 workers)	\$4,546.04	-25% of \$3,947.21	The further review level is based on a three-year national average. The FRL is less than an average current penalty of \$2,960.41.
	b. Average Current Penalty per Private Sector Serious	\$2,135.000	-25% of \$2,614.00	The further review level is based on a three-year national average. The FRL is less than an

	Violation Total (1 to 25 workers)			average current penalty of \$1,960.50.
	c. Average Current Penalty per Private Sector Serious Violation Total (26 to 100 workers)	\$4,901.26	-25% of \$4,486.85	The further review level is based on a three-year national average. The FRL is less than an average current penalty of \$3,365.14.
	d. Average Current Penalty per Private Sector Serious Violation Total (101 to 250 workers)	\$6,845.84	-25% of \$6,458.04	The further review level is based on a three-year national average. The FRL is less than an average current penalty of \$4,843.53.
	e. Average Current Penalty per Private Sector Serious Violation Total (greater than 250 workers)	\$10,214.30	-25% of \$8,069.51	The further review level is based on a three-year national average. The FRL is less than an average current penalty of \$6,052.13.
9a	Percent in compliance programmed safety	43.89%	+20% of 28.86%	The further review level is based on a three-year national average. The FRL is an in compliance rate equal to or above 34.63%. <u>Note:</u> please see section VI for an explanation on this measure
9b	Percent In Compliance Unprogrammed Safety	35.68%	+20% of 37.53%	The further review level is based on a three-year national average. The FRL is an in compliance rate equal to or above 45.04%.
9c	Percent In Compliance Programmed Health	28.13%	+20% of 36.12%	The further review level is based on a three-year national average. The FRL is an in compliance rate equal to or above 43.34%.

9d	Percent In Compliance Unprogrammed Health	55.33%	+20% of 42.71%	The further review level is based on a three-year national average. The FRL is an in compliance rate equal to or above 51.25%
10	Percent of work-related fatalities responded to in one workday	100%	100%	The further review level is fixed for all State Plans.
11a	Average safety lapse time	63.70	+20% of 55.47	The further review level is based on a three-year national average. The FRL is at/or above 66.56 days. The FRL is at/or above 79.80 days.
11b	Average health lapse time	77.07	+20% of 66.50	
12	Percent penalty retained	76.76%	-20% of 71.15%	The further review level is based on a three-year national average. The FRL is less than 56.92% percent penalty retained.
13	Percent of initial inspections with worker walk around representation or worker interview	100%	100%	The further review level is fixed for all State Plans.
14	Average Number of Days 11(c) Investigations are Pending	458.31	200	The further review level is negotiated by OSHA and the State Plan.
15	%11(c) Cases over 90 days pending	100%	+20% of 75%	The further review level is negotiated by OSHA and the State Plan. The further review level is 90% of the negotiated value between OSHA and the State Plan.

V. Special Measures of Effectiveness

Over the past two years, the DOLI has undertaken a deliberate and sustained transformation of the VOSH program. This transformation focused on strengthening people, processes, and program infrastructure to improve effectiveness, consistency, and impact. The results demonstrate measurable gains across enforcement outcomes, hazard detection and abatement, cooperative initiatives, economic impact, and case resolution practices.

1. Enforcement Output and Inspection Effectiveness

As a result of targeted staffing, leadership stabilization, and process improvements, VOSH significantly increased inspection activity and enforcement effectiveness. Inspection volumes have increased steadily year over year, reflecting improved workforce capacity, field deployment, and case throughput. Enhanced inspection protocols and supervisory review have also improved hazard recognition, resulting in a higher number of hazards identified and abated per inspection. These outcomes indicate improved inspection quality, not solely increased volume, consistent with OSHA's emphasis on meaningful hazard prevention.

2. Improved Hazard Recognition and Abatement

Transformation efforts emphasized training, mentoring, and standardized field guidance for CSHOs. These investments have strengthened hazard recognition across safety and health inspections and improved consistency in citation development. The program has seen substantial increases in violations issued and hazards abated, demonstrating more effective identification of serious, repeat, and high-risk conditions and more timely correction of workplace hazards.

3. Innovation and Effectiveness in Cooperative Programs

VOSH has expanded and modernized its cooperative program offerings as part of the transformation initiative. Innovations in Voluntary Protection Programs, consultation services, and alliance development have increased participation and improved program outcomes. These efforts support employers in moving beyond minimum compliance toward integrated safety and health management systems, directly contributing to injury and fatality prevention. Beyond quantitative measures, the transformation has driven a measurable cultural shift within the program and among stakeholders through the expansion of the '*What if?*' program and the fatality prevention series. VOSH has intentionally moved from a reactive enforcement posture to a prevention-oriented model that emphasizes accountability, early hazard correction, and sustained safety and health management systems. This shift is reflected in expanded cooperative program participation, increased engagement from employers and workers, and broader adoption of injury free workplace principles across industries.

4. Economic Impact and Return on Investment

Independent analysis conducted by the Weldon Cooper Center for Public Service confirmed that VOSH enforcement activities generate significant economic value. Enforcement actions in a single year generate approximately \$245 million in positive

economic impact over 20 years. These findings underscore that effective occupational safety and health programs not only protect workers but also strengthen business continuity, productivity, and long-term economic stability.

5. Effectiveness of Case Resolution and Settlement Processes

A key component of the transformation has been the focus on the Agency’s Top Five Initiatives, one of which, item four, emphasizes simplifying and empowering infrastructure. In this regard, VOSH made process improvements in enforcement case resolution. VOSH implemented a more coordinated, strategic approach to case settlement involving regional staff, headquarters leadership, and legal services. This process improvement has resulted in more timely resolution of contested cases, increased consistency statewide, and settlements that emphasize meaningful hazard abatement and systemic safety improvements rather than penalty-only outcomes. Settlement agreements increasingly incorporate enhanced abatement measures, long-term safety investments, and accountability mechanisms, demonstrating that enforcement actions are achieving durable workplace improvements. This region-to-headquarters alignment represents a significant shift from prior practices and reflects a strategic initiative to ensure enforcement outcomes are effective, equitable, and aligned with OSHA’s compliance objectives.

6. Federal Partnership and State Plan Leadership

This leadership and technical expertise were further demonstrated through VOSH’s role in redeveloping the Virgin Islands OSHA territorial plan. This multi-year initiative, assigned by the U.S. Department of Labor, reflects the strong reputation and credibility of Virginia’s OSHA-approved state plan. Through close collaboration and technical assistance, DOLI supported the Virgin Islands in strengthening program infrastructure, alignment with federal requirements, and operational effectiveness. As a result of this effort, Virgin Islands OSHA is no longer classified as a high-risk grantee, further reinforcing Virginia’s role as a trusted partner and leader within the national OSHA state plan community.

Collectively, these measures demonstrate that VOSH’s transformation has produced tangible improvements in effectiveness across enforcement, prevention, economic impact, and program integrity. The combination of increased inspection quality, stronger hazard abatement, innovative cooperative programming, and outcome-focused case resolution confirms that the program is achieving its mission and delivering meaningful protections for Virginia’s workforce.

VI. Adjustments or Other Issues

1. Timely Response to Imminent Danger Complaints and Referrals: SAMM Measure 3

Evaluation Period: October 1, 2024, to September 30, 2025

Issue: Timely Response to Imminent Danger Complaints and Referrals (Percent of Complaints and Referrals of Imminent Danger Responded to within 1 Day)
(Further Review Level is 100%)

In Compliance Rate	OSHA Rate ⁶	Nat. Rate ⁷	Difference From Nat. Rate	Further Review Level
93.75%%	95.82%	97.43%	-3.68%	100%

Analysis:

Program staff were able to identify an error in the reporting. An inspection (UPA # 2274918, inspection # 1816681 was incorrectly marked as an “imminent danger” inspection. The error has been corrected.

Results:

Having corrected the error with the one inspection, also identified in the SAMM report under the tab for Measure #3, the measure can be recalculated, and we can say that VOSH conducted a timely response to imminent danger complaints and referral 100% of the time.

Summary of Recalculated Measure:

In Compliance Rate	OSHA Rate ⁸	Nat. Rate ⁹	Difference From Nat. Rate
100%	95.82%	97.43%	+2.57%

2. Safety in Compliance Rate: SAMM Measure 9a

Evaluation Period: October 1, 2024, to September 30, 2025

Issue: In Compliance Rate for Safety, SAMM Measure 9a: Percent in Compliance

(Further Review Level +20% of National Rate)

⁶ FFY 2025 number
⁷ FFY 2025 number
⁸ FFY 2025 number
⁹ FFY 2025 number

In Compliance Rate (Virginia Programmed Safety)¹⁰	OSHA Rate¹¹	Nat. Rate¹²	Difference From Nat. Rate	Further Review Level
43.89%	29.88%	28.86%	+15.03%	+ 20% of National Average

Analysis:

Virginia’s policy on multi-employer construction job sites is to open an inspection and assign an inspection number to all employers covered by the scope of the inspection, regardless of whether citations are going to be issued to the employer or not. Therefore, VOSH is supplying a recalculated Safety in Compliance Rate.

OIS Report:

Scan Summary Reports for the evaluation period.

Report Criteria:

Construction safety inspections for the evaluation period, with data sorted for closed inspections, open inspections with citations issued during the period, closed multi-employer inspections, open multi-employer inspections with citations issued during the period and closed multi-employer inspections with no citations issued.

Report Results:

The original Scan Summary Report for Virginia activities resulted in 993 construction inspections that were either (1) open and closed during the period, or (2) opened during the period with citations issued during the period.¹³ Of those 993 construction inspections 740 were multi-employer inspections. Of those 740 multi-employer inspections, 543 were In Compliance¹⁴ (i.e., no violations were issued as a result of the inspection and the inspection was closed during the period).

If VOSH opened inspections and assigned inspection numbers to only those employers that were going to be issued citations, it would have conducted 543 fewer construction multi-employer inspections and had 543 fewer In Compliance inspections. Recalculating the Virginia Safety in Compliance rate by adjusting for those 543 multi-employers, In Compliance construction inspections results in a rate of 22.27%, which is 6.59% below the National rate of 28.86%.

¹⁰ FFY 2025 number
¹¹ FFY 2025 number
¹² FFY 2025 number
¹³ Source: "Scan Summary SAFETY CONSTRUCTION TOTAL FFY2025". "No Inspections" were not included in any counts. Accessed 12.12.2025.
¹⁴ Source: "Scan Summary SAFETY CONSTRUCTION Multi-employer Inspections IN COMPLIANCE ONLY FFY 2025". "No Inspections" were not included in any counts. Accessed 12.12.2025.

Relevant statistics for recalculating the Virginia Safety in Compliance Rate:

Total Safety Inspections for the period:	1,715 ¹⁵
Total Safety in Compliance inspections for the period:	804 ¹⁶ (46.88% of 1,715)
Total Safety in Compliance Multi-Employer Closed Construction inspections:	543
Adjusted Numerator and Denominator for Safety In Compliance rate:	
In Compliance Inspections:	261 (804-543)
Total Inspections:	1,172 (1,715-543)
Recalculated In Compliance Rate:	22.27% (261/1,172)

Summary of Recalculated Measure:

SAMM Measure 9a: Percent in Compliance (Further Review Level +20%)

Comparison of Recalculated In Compliance Rate (VA Safety)	OSHA Rate	Nat. Rate	Difference from Nat. Rate
22.27%	29.88%	28.86%	-6.59%

¹⁵ Source: VA FY Appendix D SAMM Report 2025. Accessed 12.12.2025.

¹⁶ Source: "Scan Summary All Safety Inspections TOTAL FFY 2025" "No Inspections" were not included in any counts. Accessed 12.12.2025.