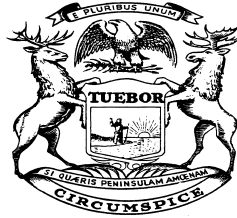


STATE OF MICHIGAN



Strategic Plan Fiscal Years 1999 - 2003

Bureau of Safety and Regulation
Michigan Occupational Safety and Health Act (MIOSHA)

**MICHIGAN DEPARTMENT OF
CONSUMER & INDUSTRY SERVICES**

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INTRODUCTION

Overview:

This Strategic Plan was developed to help guide MIOSHA resource strategies in helping to protect worker safety and health in Michigan. It is designed to measure impact using a balanced combination of enforcement and outreach approaches.

Mission Statement:

The mission of the Michigan Occupational Safety and Health Act (MIOSHA) Program is to help assure the safety and health of Michigan workers.

MIOSHA Program Overview:

The Michigan Occupational Safety and Health Act (MIOSHA) Public Act 154 of 1974, established the MIOSHA Program. The Act followed more than 50 years of occupational safety and health services provided in Michigan through various other legislative mandates. The overall philosophy of the MIOSHA program has been, and continues to be, one where employers and employees are provided assistance through a combination of enforcement; consultation, education and training; and various other support services. The MIOSHA program, through a state-plan agreement with the federal Occupational Safety and Health Administration (OSHA), covers nearly all Michigan employers and employees excluding federal employees, mining, maritime and ship building operations.

The MIOSHA Program is administered by the Bureau of Safety and Regulation in the Department of Consumer and Industry Services. In general, the program is organized in distinct functions with separation between enforcement and nonenforcement responsibilities. The specific organizational units and their responsibilities are as follows:

Administration - Responsible for the overall administration of the MIOSHA Program and for bureau policy decisions and operations.

General Industry Safety Division - Responsible for safety enforcement activities within general industry establishment/operations.

Construction Safety Division - Responsible for safety enforcement activities for all construction operations.

Occupational Health Division - Responsible for health enforcement, consultation and training activities in both general industry and construction.

Employee Discrimination Division - Responsible for enforcement of activities protected under the act as they relate to employee discrimination.

Standards Division - Responsible for coordination of the promulgation and distribution of occupational safety and health standards. This includes providing staff support to the three nine-member standards commissions (General Industry, Construction and Occupational Health) and their advisory committees.

MIOSHA Information Division - Responsible for the collection and management of Michigan Occupational Safety and Health information, as well as central support for all information

technology equipment, software and related issues.

Consultation Education and Training Division - Responsible for all safety and health education and training services including on-site consultations, seminars and other training events, and written material preparation and distribution.

Appeals Division - Responsible for handling all safety second/formal appeals (contests) working with the pertinent enforcement divisions and the Michigan Attorney General.

Safety Education and Training (SET) Grants - MIOSHA also provides annual grants (currently approximately \$850,000 in 100% state restricted funds) to nonprofit organizations to provide training services in unique topic areas or to employers and employees who cannot easily access other training resources.

MIOSHA STRATEGIC GOALS

MIOSHA's Strategic goals are consistent with those of federal OSHA and are as follows:

1. **Improve workplace safety and health for all workers, as evidenced by fewer hazards, reduced exposures, and fewer injuries, illnesses, and fatalities.**
2. **Increase employer and worker awareness of, commitment to, and involvement with safety and health to effect positive change in workplace culture.**
3. **Secure public confidence through excellence in the development and delivery of MIOSHA's programs and services.**

OUTCOME AND PERFORMANCE GOALS

MIOSHA has established 11 outcome goals and 23 performance goals that will focus activities on key areas to accomplish MIOSHA's mission and address the three strategic goals.

MIOSHA will use the long standing combination of enforcement, outreach, voluntary assistance and innovative partnering with industry to meet these goals. Following is a presentation of the MIOSHA Strategic, Outcome and Performance Goals along with the strategies that will be used to accomplish them.

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

Outcome Goal: 1.1 Reduce the number of worker injuries, illnesses, and fatalities by focusing attention and resources on the most prevalent types of workplace injuries and illnesses.

Performance Goal:

- 1.1A Reduce three of the most prevalent types of injuries and causes of illnesses by 15% (Amputations)
- 1.1B Reduce three of the most prevalent types of injuries and causes of illnesses by 15%. (Overexertion and Repetitive Motion)
- 1.1C Reduce three of the most prevalent types of injuries and causes of illnesses by 15%. (Noise Induced Hearing Loss/Standard Threshold Shift)

Outcome Goal: 1.2 Reduce the number of worker injuries, illnesses, and fatalities by focusing attention and resources on high hazard industries.

Performance Goal:

- 1.2A Reduce injuries and illnesses in at least five high hazard industries in Michigan by 15%. (Nursing and Personal Care Facilities - SIC Code 805)
- 1.2B Reduce injuries and illnesses in at least five high hazard industries in Michigan by 15%. (Metal Forgings and Stamping - SIC Code 346)
- 1.2C Reduce injuries and illnesses in at least five high hazard industries in Michigan by 15%. (Meat Products - SIC Code 201)
- 1.2D Reduce injuries and illnesses in at least five high hazard industries in

Michigan by 15%. (Fabricated Structural Metal Products - SIC Code 344)

1.2E Reduce injuries and illnesses in at least five high hazard industries in Michigan by 15%. (Construction - SIC Codes 15, 16, 17)

Outcome Goal: 1.3 *Reduce the number of worker injuries, illnesses, and fatalities in construction by focusing attention and resources on the most prevalent types of workplace injuries and illnesses.*

Performance Goal: 1.3 Decrease fatalities in the construction industry by 15% by focusing on the four leading causes of fatalities:

- * falls
- * electrocutions
- * struck-by
- * crushed-by/caught between

Outcome Goal: 1.4 *Reduce the number of worker injuries, illnesses and fatalities in the public sector by focusing attention and resources on high hazard industries and workplaces.*

Performance Goal: 1.4 Reduce injuries and illnesses by 15% in two of the most hazardous public sector industries. (Educational Services - SIC Code 82)

Outcome Goal: 1.5 *Reduce the number of work injuries, illnesses and fatalities and workplaces not already targeted but experiencing high injury and illness rates.*

Performance Goal: 1.5 Reduce injuries and illnesses by 15% in targeted workplaces experiencing high injury/illness rates.

Strategies to Achieve Goals

Maintain a strong enforcement presence for employers who do not meet their safety and health responsibilities. (1.1A-C, 1.2A-E, 1.3, 1.4)

Target inspections using data-driven approaches to address the hazards, industries, and occupations identified by MIOSHA's performance goals. (1.1 A-C, 1.2A-E, 1.3, 1.4)

Coordinate MIOSHA's consultation, education and training strategies to impact the hazards and industries targeted by our performance goals. (1.1A-C, 1.2A-E, 1.3, 1.4)

Leverage enforcement approaches (e.g., settlement agreements) in industries and occupations that cause the most injuries and illnesses and pose the greatest risk to workers. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Implement MIOSHA strategic initiatives within the framework of MIOSHA's performance goals. (1.1A-C, 1.2A-E, 1.3, 1.4,1.5)

Develop partnerships and other cooperative efforts with the occupational safety and health community to identify and address significant workplace hazards. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Initiate proactive approaches (standards promulgation, non-rulemaking approaches, cooperative programs) to address the hazards identified by the Strategic Planning Process. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Implement a coordinated outreach plan for significant MIOSHA initiatives (e.g., standards, guidelines, emphasis programs) to ensure employer and worker awareness of new programs and requirements. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Continue to develop employees' skills to ensure that MIOSHA staffs are well-trained and knowledgeable, and are delivering services in a fair, consistent and effective manner. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Establish and implement a performance measurement system to track individual and organizational performance against strategic and performance goals and use the results to evaluate and modify programs and strategies. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Enhance the developmental delivery of services through the use of SET Grants, where applicable. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Review and revise all policies/procedures to be in conformance with the goals of the strategic plan. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Develop and implement a plan to regain access to site-specific workers' compensation data. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Enhance the developmental delivery of services through the use of SET grants, where appropriate. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Strategic Goal #2: Increase employer and worker awareness of, commitment to, and involvement with safety and health to effect positive change in the workplace culture.

Outcome Goal: 2.1 Promote safety and health programs in the workplace.

Performance Goal: 2.1 Fifty-percent (50%) of the employers in general industry who are targeted or request a MIOSHA intervention have either a written and implemented safety and health program or significantly improved their existing program.

Outcome Goal: 2.2 Enhance awareness of safety and health in Michigan's workplaces through the provision of consultation, training, and outreach services to employers and workers.

Performance Goal: 2.2 Implement a targeted outreach plan for 100% of MIOSHA initiatives, e.g., standards, guidelines, emphasis programs.

Outcome Goal: 2.3 Enhance recognition of effective safety and health programs in Michigan.

Performance Goal: 2.3 Increase participation by 15 in the Michigan Voluntary Protection Programs (MVPP).

Strategies to Achieve Goals

Coordinate MIOSHA's consultation, education and training strategies to impact the hazards and industries

targeted by our performance goals. (2.1, 2.2, 2.3)
Develop partnerships and other cooperative efforts with the occupational safety and health community to identify and address significant workplace hazards. (2.1, 2.2, 2.3)
Initiate proactive approaches (standards promulgation, non-rulemaking approaches, cooperative programs) to address the hazards identified by the Strategic Planning Process. (2.1, 2.2, 2.3)
Increase employer and worker awareness of the value and importance of safety and health programs through expanded development and delivery of targeted outreach activities (e.g., speeches, conferences). (2.1, 2.2, 2.3)
Make safety and health information and materials easily accessible to employers and workers via both the Internet and written materials. (2.1, 2.2, 2.3)
Increase the use of technology-based information delivery systems. (2.1, 2.2, 2.3)
Continue to develop and disseminate occupational safety and health training and reference materials which address the needs of small business employers and workers. (2.1, 2.2, 2.3)
Implement a coordinated outreach plan for significant MIOSHA initiatives (e.g., standards, guidelines, emphasis programs) to ensure employer and worker awareness of new programs and requirements. (2.2)
Ensure worker participation in MIOSHA on-site activities, including both inspections and consultation visits. (2.1, 2.2, 2.3)
Modify and maintain the information technology (IT) infrastructure needed to support MIOSHA's strategic goals. (2.2)
Enhance the developmental delivery of services through the use of SET Grants, where applicable. (2.2)
Review and revise all policies/procedures to be in conformance with the goals of the strategic plan. (2.1, 2.2, 2.3)

Strategic Goal #3: Secure public confidence through excellence in the development and delivery of MIOSHA's programs and services.

Outcome Goal: 3.1 Foster program excellence and confidence through effective delivery of MIOSHA services.

Performance Goal: 3.1 Ninety percent (90%) of employers and workers receiving a MIOSHA intervention, rate their experience as useful.

Outcome Goal: 3.2 Respond effectively to legal mandates so that workers are provided full protection under the MIOSHA Act.

Performance Goal: 3.2A Resolve seventy-five percent (75%) of all MIOSHA discrimination cases within 90 Calendar days of receipt of complaint.

3.2B Initiate investigations of program-related fatalities and catastrophes within one working day of notification for 100% of occurrences to prevent further injuries or deaths.

Outcome Goal: 3.3 Improve response time for selected MIOSHA services.

Performance Goal: 3.3A Reduce response time by 50% for Occupational Health complaints requiring an on-site investigation.

3.3B Promulgate federal standards adopted by reference within six months.

3.3C Implement all on-site consultation requests at high hazard establishments within an average of 30 calendar days.

3.3D Respond to all CET requests within three working days of receipt by consultant.

3.3E Issue final decisions on variance requests within 30 calendar days of publication of summary of variance requests.

Outcome Goal: 3.4 Design and implement management systems and processes supportive of MIOSHA's goals and strategies.

Performance Goal: 3.4 Implement the information systems necessary to collect agency performance data and develop the capacity to analyze MIOSHA's performance.

Outcome Goal: 3.5 Implement management/strategies in support of MIOSHA's goals.

Performance Goal: 3.5 Implement management strategies for effective communication, staff development and support and project management to ensure accomplishment of MIOSHA's goals.

<i>Strategies to Achieve Goals</i>	
	Maintain a strong enforcement presence for employers who do not meet their safety and health responsibilities. (3.2A&B, 3.3A,B&E)
	Coordinate MIOSHA's consultation, education and training strategies to impact the hazards and industries targeted by our performance goals. (3.1)
	Implement MIOSHA strategic initiatives within the framework of MIOSHA's performance goals. (3.1, 3.2A&B, 3.3A-E)

Develop partnerships and other cooperative efforts with the occupational safety and health community to identify and address significant workplace hazards. (3.1, 3.3B)
Initiate proactive approaches (standards promulgation, non-rulemaking approaches, cooperative programs) to address the hazards identified by the Strategic Planning Process. (3.1)
Increase employer and worker awareness of the value and importance of safety and health programs through expanded development and delivery of targeted outreach activities (e.g., speeches, conferences). (3.1)
Ensure worker participation in MIOSHA on-site activities, including both inspections and consultation visits. (3.1, 3.2A, 3.3A, 3.3C)
Identify program improvement opportunities which result in quicker abatement of hazards. (3.2A&B, 3.3A-E)
Implement recommendations for process and effectiveness improvements in MIOSHA's discrimination program, including a revised measurement approach. (3.2A)
Consult with stakeholders to obtain input and advice on MIOSHA programs and policies to assess MIOSHA's impact on worker safety and health. (3.1)
Develop management systems to accurately target the most prevalent sources of workplace injuries and illnesses. (3.4)
Establish and implement a performance measurement system to track individual and organizational performance against strategic and performance goals and use the results to evaluate and modify programs and strategies. (3.4, 3.5)
Modify and maintain the information technology (IT) infrastructure needed to support MIOSHA's strategic goals. (3.2A&B, 3.3B,D,E, 3.4, 3.5)
Review and revise all policies/procedures to be in conformance with the goals of the strategic plan. (3.2, 3.3A, C-E, 3.4 3.5)
Develop and implement a plan to regain access to site-specific workers' compensation data. (3.4)

A graphic summary of MIOSHA's Outcome and Performance Goals, Indicators and Data Sources is presented in **Appendix A**. The Strategies to Achieve Goals matrix is presented in **Appendix B**.

STRATEGIC TOOLS

MIOSHA has used a variety of enforcement and outreach strategic tools to accomplish its mission for many years. These and other tools will continue to be used in implementing the strategic plan. Among these tools are the following:

- **Data Analysis**- MIOSHA has used available safety and health data to determine where resources should be directed. MIOSHA expects that the measurement systems developed to support strategic planning will enhance its ability to further data driven approaches.

- **Standards Promulgation** - MIOSHA will continue to adopt federal standards where required. In addition, using the Michigan Standards Commissions and their advisory committees, MIOSHA will develop pertinent Michigan specific standards where appropriate. These processes will continue to provide timely and effective worker protection.
- **Enforcement** - MIOSHA has maintained strong enforcement programs since its inception through its General Industry Safety, Construction Safety, Occupational Health, Employee Discrimination and Appeals Divisions. MIOSHA will continue data-driven approaches to targeting. MIOSHA will also continue to meet statutory mandates as part of this strategic plan.
- **Partnerships** - MIOSHA has maintained partnerships for many years with various employer, employee and other organizations. Some examples of these include partnerships with the Michigan Safety Conference, various universities, Associated General Contractors, Michigan Road Builders Association, UAW, AFL-CIO and others. The strategic planning process will enhance and expand these partnerships. A Future Search Conference held in July 1998, is an example of the continuing use of partnerships. Seven common themes were identified in the Future Search Conference resulting in partnership with key stakeholders.
- **Education and Training** - MIOSHA has maintained a strong program to provide education and training to employers and employees through multiple avenues. These avenues include direct services, training, consultations, seminars, equipment loans, video distribution and written material development and distribution. These tools will continue to be used, enhanced and modified as part of MIOSHA's approach to accomplish its mission and meet its strategic goals.
- **Information Technology** - MIOSHA will use its information technology systems to acquire measurement data, evaluate results and improve its effectiveness in meeting its strategic goals.
- **MIOSHA Management Systems** - Effective management systems are a key factor for all organizations to effectively accomplish their missions. MIOSHA will continue to improve its management systems to accomplish its missions and address the strategic and performance goals.

CONSULTATION WITH STAKEHOLDERS

MIOSHA's principle stakeholders include employers, employees, occupational safety and health intermediaries, Michigan's Occupational Safety and Health Commissions, other state agencies, the Congress, the Michigan Legislature and its own employees.

MIOSHA's strategies for consulting with its stakeholders were very broad-based and included the following:

- **Major Association Conferences and Meetings** - MIOSHA's draft strategic plan and rationale were presented at numerous association meetings and conferences since the spring of 1998.

Attendees were invited to offer comments/ideas throughout the process.

- ***Future Search Conference*** - On July 22-24, 1998, MIOSHA held a Future Search Conference (FSC) facilitated by Technical Assistance and Training Corporation (TATC), with approximately 80 attendees representing nearly all stakeholders. The overall goal of this conference was to obtain input on the most important current occupational safety and health issues in Michigan, identify common themes and subsequently develop partnerships to address those themes. A substantial amount of information received at this conference was used by MIOSHA's Strategic Planning Team in drafting the strategic plan. The common themes identified at the FSC and developed into action groups with representatives from MIOSHA and stakeholders are as follows:
 - Using Technological Advances to Increase Communication - Improve communication among all affected parties through the use of new technologies such as the Internet, satellite devices and teleconferencing.
 - Enforcement Consistency among all Government Agencies - Improve enforcement consistency through better cross-training and access to interpretations.
 - Partnering of Labor/Management/MIOSHA/Federal Government - Increase partnering between affected parties through both informal and formal processes, policies and procedures.
 - Simplify Standards Promulgation - Make newer standards more user-friendly by using plain English integrating standards and influencing OSHA standards early on.
 - Data-Driven Health and Safety Programs - Health and Safety Programs, both inside and outside of MIOSHA, should be driven by knowledge of where problems exist.
 - Workplace Culture Change - Substantial improvements in worker safety and health will only occur with a proactive approach in preventing injuries and illnesses.
 - More Meaningful Training - Training required by standards is not always as meaningful as needed. Safety and health training must begin early (high school) and be continuous.
- ***Consultation, Education and Training (CET) Summit*** - Prior to the start of the strategic planning process, MIOSHA initiated an intensive review of all of its CET services with the assistance of TATC. Using a team of 11 staff members, MIOSHA collected data from external and internal focus groups, employer and employee surveys and other means. While this process is ongoing and not specifically focused on the strategic plan, the information obtained has been useful in identifying certain performance goals and will continue to be very important in identifying and implementing strategies to accomplish the goals.

The CET Team's analysis revealed common themes from which were developed the following goals for CET service delivery:

- Proactive Leadership: To demonstrate and promote proactive leadership in the field of safety and health.
- Consistency: To provide consistent information, interpretation and application of standards and operational policies.
- Partnering: To enhance safety and health by partnering with our customers, agencies and professional organizations.
- Accessing Information: To provide fast, easy and timely access to needed information.

- Safety and Health Assistance: To increase customer safety and health knowledge and skills by providing training, consultation and educational products and services.
- Resource Targeting: To target MIOSHA's CET resources to have the greatest impact on safety and health.
- Internal Workplace Culture: To promote a positive work environment which respects, supports and values the individual.

The CET Summit Team will develop specific, prioritized, action recommendations to achieve these goals:

- Internal Input - All MIOSHA staff members were provided with routine updates on the strategic plan as it was developed. All were invited and encouraged to provide their ideas and input through the strategic planning team.
- Stakeholder Meeting - On November 17, 1998, MIOSHA held a stakeholder meeting, facilitated by TATC. The goal of this meeting was to present the latest draft plan, identifying performance goals that the stakeholders suggested should be modified/refocused and obtain specific comments and ideas. More than 70 stakeholders attended this meeting. The results were used to modify certain issues before the plan was finalized.
- Web Page - The draft strategic and performance goals were posted on the bureau's web page and comments were accepted electronically.

IMPACT FACTORS

A number of external factors may impact MIOSHA's ability to effectively carry out its mission, implement the strategic plan and measure outcomes. These factors undoubtedly influence workplace injuries and illnesses. MIOSHA will monitor these factors and modify the strategic plan and its implementation as necessary to address these issues. The impact factors which could affect MIOSHA's plan include the following:

General Economic Conditions - Economic changes clearly influence workplace safety and health. An improving economy can result in increased injuries and illnesses due to an influx of younger workers, increased production of newer untested production operations and shrinking economic conditions which often have a mixed impact on injuries and illnesses. While employers may reduce safety and health resources in such situations, they often employ workers

with more experience who have the knowledge to work more safely.

Changing Work and Workforce Demographics - MIOSHA in conjunction with OSHA, must continue to monitor the types of work being performed and the people doing it. Strategies may be modified to address issues such as increased service, contract non-English speaking, younger and older workers.

Legislative and Budgetary Decisions - Budgetary and legislative activities on both the national and state levels can impact MIOSHA's strategic plan. Changes to the OSHA Act, MIOSHA Act and federal or state appropriations could impact the implementation of the plan. MIOSHA's strategic plan is based upon stable resource allocation.

Stakeholders - Historically, and with this strategic plan, stakeholder needs will impact MIOSHA's approach to safety and health and implementation of its plan. MIOSHA will adjust its program to most effectively meet the needs of its stakeholders.

Data Systems and Analysis - MIOSHA, in conjunction with federal OSHA, is continuing to develop data systems and analysis for measurement-related analysis. MIOSHA recognizes that there will likely be a time lag between interventions and measuring actual results.

Catastrophic Incidents - Catastrophic incidents that occur could affect the deployment of MIOSHA resources and could result in modifications to the strategic plan.

While MIOSHA cannot control the above impact factors, it will maintain an awareness and perspective to react to them in a timely and effective manner.

EVALUATION

Evaluating MIOSHA's performance in meeting its goals is a critical component in strategic planning. The primary responsibility for collecting, processing and compiling MIOSHA management information and maintaining an occupational injury and illness base rests with the MIOSHA Information Division. The Bureau of Labor Statistics (BLS) data compiled by this division provided a comprehensive overview of Michigan's workplace safety and health needs by identifying the nature of injury and illness cases, the SIC codes, and the events or exposures causing these occurrences. These data were used to establish strategic goal #1.

Based on a review and analysis of injuries and illnesses and their related frequencies, the bureau developed targets and strategies for the Strategic Plan. These data were used to develop Performance Goals. In selecting three of the most prevalent injuries and illnesses in Michigan workplaces, these data were used to select amputations, overexertion/repetitive motion, and hearing loss. These data also established the basis for selecting the five high

hazard industries in the private sector; nursing homes, metal forming, metal products, metal fabricating and construction and the two industries in the public sector: construction and educational services.

In developing the Strategic Plan, Michigan initiated an aggressive plan for obtaining input from stakeholders. Through the Consultation, Education and Training (CET) Summit, external and internal focus groups, the Future Search Conference (FSC) and the Safety and Health External Survey, Michigan sought information and feedback from employers and employees representing various industries. These sources of information have and will continue to provide data particularly useful for developing Performance Goals for Strategic Goal 2 and 3.

During the first year, MIOSHA will use its resources to establish baselines in many areas, establish data collection methods and establish systems for tracking the impact of the Strategic Plan.

MIOSHA expects to use the Strategic Planning Team to monitor the implementation of the plan. The team will meet regularly to evaluate the plan's progress, assist in its overall implementation and make modifications where appropriate.

CONCLUSION

This Strategic Plan will help guide and focus MIOSHA resource strategies in helping to protect and promote worker health and safety in Michigan. MIOSHA will use a balanced combination of enforcement and outreach approaches to accomplish its mission and work toward meeting the goals in the strategic plan. MIOSHA will also review the plan periodically and make adjustments in goals and strategies as necessary.

