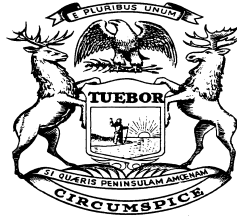


# ***STATE OF MICHIGAN***



## **Strategic Plan Fiscal Years 2004 - 2008**

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 non-enforcement 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 and Health Division - Responsible for safety and health enforcement activities within general industry establishment/operations and for enforcement of activities protected under the act as they relate to employee discrimination.

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

Consultation Education and Training Division - Responsible for all safety and health education and training services including on-site consultations, seminars and other training events, voluntary protection programs, electronic information sharing, and the preparation and distribution of written material.

Management and Technical Services Division - Responsible for providing bureau-wide direction and support in the promulgation of occupational safety and health standards; the collection, management and dissemination of data, as well as central support for the federal IMIS system; the preparation and coordination of grants, budgets and cooperative agreements; the coordination of freedom of information (FOIA) responsibilities; and for providing laboratory services and equipment maintenance.

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

Safety Education and Training (CET) Grants - MIOSHA also provides annual grants (currently approximately \$1,000,000 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. Promote employer and worker awareness of, commitment to, and involvement with safety and health to effect positive change in workplace culture.
3. Strengthen public confidence through excellence in the development and delivery of MIOSHA's programs and services.

# OUTCOME AND PERFORMANCE GOALS

MIOSHA has established 13 objectives and 27 emphases 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 goals, objectives and emphases 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.**

**Objective: 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.**

- Emphasis:
- 1.1A Reduce amputations by 20%.
  - 1.1B Reduce overexertion and repetitive motion related injuries and illnesses by 20%.
  - 1.1C Reduce noise-induced hearing loss/standard threshold shift related illnesses by 20%.

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

- Emphasis:
- 1.2A Reduce injuries and illnesses in the furniture and fixtures industry in Michigan by 20% (SIC Code 25/NAICS 337)
  - 1.2B Reduce injuries and illnesses in the primary metal industries in Michigan by 20%. (SIC Code 33/NAICS 331)
  - 1.2C Reduce injuries and illnesses in the fabricated metal products industry in Michigan by 20%. (SIC Code 34/NAICS 332)
  - 1.2D Reduce injuries and illnesses in the industrial machines and equipment industry in Michigan by 20%. (SIC Code 35/NAICS 333)
  - 1.2E Reduce injuries and illnesses in the transportation equipment industry in Michigan by 20%. (SIC Code 37/NAICS 336)

**Objective:** 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.***

**Emphasis:** 1.3A Decrease fatalities in the construction industry (SIC Code 15, 16, 17/NAICS 23) by 20% by focusing on the four leading causes of fatalities:

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

1.3B Reduce injuries and illnesses in the construction industry by 20%.

**Objective:** 1.4 ***Reduce the number of general industry work injuries, illnesses and fatalities in workplaces not already targeted but experiencing high injury and illness rates.***

**Emphasis:** 1.4 Reduce injuries and illnesses by 20% in targeted workplaces experiencing high injury/illness rates.

### ***Strategies to Achieve Goals***

Maintain an enforcement presence for employers who do not meet their safety and health responsibilities. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

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, 1.5)

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, 1.5)

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 CET Grants, where applicable. (1.1A-C, 1.2A-E, 1.3, 1.4, 1.5)

Review and revise all applicable 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)

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

**Objective: 2.1 Promote safety and health management systems in the workplace.**

Emphasis: 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 management system or have improved their existing system.

**Objective: 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.**

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

2.2B Promote safety and health programs in state government.

**Objective: 2.3 Enhance recognition of effective safety and health programs in Michigan.**

Emphasis: 2.3A Increase participation by 15 new sites in the Michigan Voluntary Protection Programs (MVPP).

2.3B Increase participation to 15 new sites in the MSHARP Program.

2.3C Develop alliances and partnerships to promote employee safety and health.

**Objective: 2.4 Implement emergency preparedness strategies and information to enable MIOSHA to assist in the event of a terrorist or other significant threat or attack.**

2.4A Provide preparedness information to employees and employers to increase workplace knowledge of and readiness for a terrorist attack or other significant threat or attack.

2.4B Train and equip MIOSHA staff to provide expertise and minimize exposures to clean up and recovery personnel and facilitate providing safety and health expertise to facilitate providing support to clean up and recovery personnel.



### ***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, 2.4A&B)

Develop partnerships and other cooperative efforts with the occupational safety and health community to identify and address significant workplace hazards. (2.1, 2.3,2.4A&B)

Initiate proactive approaches (standards promulgation, non-rulemaking approaches, cooperative programs) to address the hazards identified by the Strategic Planning Process.  
(2.1, 2.2, 2.3,2.4A&B)

Increase employer and worker awareness of the value and importance of safety and health programs through expanded development, promotion and delivery of targeted outreach activities (e.g., speeches, conferences, seminars, professional organizations). (2.1, 2.2, 2.3)

Make safety and health information and materials easily accessible to employers and workers via both the Internet and through meaningful written materials. (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)

Enhance recognition of effective safety and health programs in Michigan by increasing the number of M-SHARP and MVPP companies. (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.  
(2.2,2.4A&B)

Ensure worker participation in MIOSHA on-site activities, including both inspections and consultation visits. (2.1, 2.3)

Review and revise all policies/procedures to be in conformance with the goals of the strategic plan. (2.1, 2.3)

Implement MIOSHA strategic initiatives within the framework of MIOSHA's performance goals.  
(2.4A&B)

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. (2.4B)

Review and revise all policies/procedures to be in conformance with the goals of the strategic plan. (2.4A)

<b>Strategic Goal #3: Strengthen public confidence through continued excellence in the development and delivery of MIOSHA-s programs and services.</b>
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**Objective: 3.1 Foster program excellence and confidence through effective delivery of MIOSHA services.**

Emphasis: 3.1 Ninety percent (90%) of employers and workers receiving a MIOSHA intervention rate their experience as useful in identifying and correcting workplace hazards and exposures.

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

Emphasis: 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.

**Objective: 3.3 Improve selected MIOSHA services.**

Emphasis: 3.3A Initiate 100% of complaint inspections within 10 calendar days.

3.3B Reduce the backlog of standards to be revised by seventy percent (70%).

3.3C Improve the quality of and access to MIOSHA publications, standards and public notices including greater availability of information on the web.

**Objective: 3.4 Design and implement management systems and processes to meet MIOSHA program data needs.**

Emphasis: 3.4 Implement the information systems necessary to collect agency performance data and develop the capacity to analyze MIOSHA-s performance.

**Objective: 3.5 Continue to implement participatory management strategies in support of MIOSHA's goals.**

Emphasis: 3.5 Continue to implement participatory management strategies for effective communication, staff development and support, and utilization of participatory management to ensure accomplishment of MIOSHA-s goals.

## *Strategies to Achieve Goals*

Maintain an enforcement presence for employers who do not meet their safety and health responsibilities. (3.2A&B, 3.3A&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)

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). (3.1,3.3C)

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,C,D,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. (3.1,3.3B)

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. (3.3A&B,3.4,3.5)

Modify and maintain the information technology (IT) infrastructure needed to support MIOSHA's strategic goals. (3.2A&B, 3.3A,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-E, 3.4, 3.5)

Make safety and health information and materials easily accessible to employers and workers via both the Internet and written materials. (3.3C)

Continue to develop and disseminate occupational safety and health training and reference materials that address the needs of small business employers and workers. (3.3C)

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. (3.3C)

Assist project teams with on-line dissemination of material developed as part of their outreach plans. (3.3C)

Provide new employee orientation of MIOSHA website and periodic updates for current employees. (3.3C)

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 and will continue this approach with the newly reorganized Safety and Health Division and the Appeals Division.
- **Alliances and Partnerships** - MIOSHA has maintained alliances and 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, Ford Motor Company, Visteon, UAW, AFL-CIO and others.
- **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.
- **Web Page** - MIOSHA maintains a web site which includes the strategic plan, outcome and performance goals and the strategies to achieve 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 included the following:

- 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 June 11, 2003, MIOSHA held a stakeholder meeting. 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. 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 solicited 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, and 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: furniture and fixtures, primary metal, fabricated metal, industrial machines and equipment and transportation.

MIOSHA has used 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 is using a balanced combination of enforcement and outreach approaches to accomplish its mission and work toward meeting the goals in the strategic plan. MIOSHA reviews the plan periodically and make adjustments in goals and strategies as necessary.