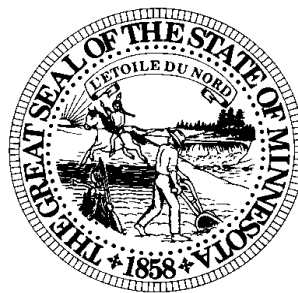


**Minnesota Occupational Safety and Health  
(MNOSHA)**

**STRATEGIC MANAGEMENT PLAN**

**Fiscal Years**

**2009 - 2013**



July 2008

**MNOSHA  
2009-2013 Strategic Management Plan**

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## SECTION 1 – Mission and Vision

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### Introduction

The Minnesota Occupational Safety and Health (MNOSHA) program is administered by the Minnesota Department of Labor and Industry. The program was established by the Minnesota Legislature with the passage of the Minnesota Occupational Safety and Health Act of 1973. The program became effective on August 1, 1973. Final State Plan approval was obtained on July 30, 1985.

### Mission

By passing the Minnesota Occupational Safety and Health Act of 1973 (Minnesota Statutes Chapter 182), the Minnesota Legislature declared the program's purpose and policy to "...assure so far as possible every worker in the State of Minnesota safe and healthful working conditions and to preserve our human resources..." (Minnesota Statute §182.65, subd. 2). Consistent with this legislative intent, Minnesota OSHA's mission is:

"To make sure every worker in the State of Minnesota has a safe and healthful workplace."

This mandate involves the application of a set of tools by MNOSHA including standards development, enforcement, compliance assistance, and outreach which enable employers to maintain safe and healthful workplaces.

### Vision

MNOSHA is striving for the elimination of workplace injuries, illnesses, and deaths so that all of Minnesota's workers can return home safely. To accomplish this, MNOSHA believes that the workplace must be characterized by a genuine, shared commitment to workplace safety by both employers and workers, with necessary training, resources, and support systems devoted to making this happen.

MNOSHA's vision is:

"To be a leader in occupational safety and health and make Minnesota's workplaces the safest in the nation."

In light of this vision, MNOSHA will be results-oriented, using data proactively to identify workplace safety and health problems and applying a comprehensive strategy that combines common sense regulations; a firm, fair and consistent enforcement policy; and a wide range of approaches to compliance assistance that meets the needs of employees and employers and effectively uses the state's resources.

### Aligning with Federal OSHA and the Minnesota Department of Labor and Industry

The MNOSHA Strategic Management Plan follows closely with federal initiatives. The Plan serves as a mechanism for communicating a shared set of expectations regarding the results that MNOSHA expects to achieve and the strategies that it will use to achieve them. MNOSHA will adjust the Plan as circumstances necessitate, use it to develop the annual performance plan and

grant application, report on progress in annual performance reports, and monitor program accountability for achieving the goals and outcomes.

The MNOSHA Strategic Management Plan also aligns itself with the Minnesota Department of Labor and Industry's (MNDLI) vision. MNDLI's vision is to be a trusted resource and an impartial regulator for employers, employees and property owners.

MNDLI will:

1. be open and responsive to all customers and stakeholders;
2. regulate through well-defined, consistently enforced policies;
3. educate stakeholders and DLI employees;
4. continually review and improve business processes; and
5. use technology to enhance effectiveness.

By developing the MNOSHA Strategic Management Plan for federal fiscal years 2009-2013, MNOSHA is aligning itself in many ways with federal OSHA's and MNDLI's vision, goals and strategies for supporting and achieving successful and productive workplaces.

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## SECTION 2 - Strategic Challenges and Direction

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### Introduction

In developing its strategic direction and goals, MNOSHA staff considered the occupational safety and health landscape, and examined past, present, and future trends/issues to assess MNOSHA's current programs and strategies, and to determine if new or different priorities were appropriate. A summary of the key issues identified is provided below:

### Strategic Challenges

***Challenge 1: MNOSHA oversees a large and diverse population of employers and workers.***

According to the "Minnesota Job Outlook to 2014," *Supplement to Minnesota Employment Review (August 2006)*, total employment in Minnesota will expand by 370,000 jobs during the 10-year period from 2004 to 2014, reaching 3.3 million jobs by 2014. Minnesota's total employment is projected to increase 12.8 percent over the 2004-2014 period, just below the 13 percent projected increase for U.S. employment. During the previous 10-year period, Minnesota's employment expanded slightly more than the nation's, increasing 13.8 percent in Minnesota and 12.7 percent nationally. Sales and related occupations, construction and extraction occupations, and transportation and material moving occupations are all projected to grow by more than 10 percent, but below the state's projected 12.8 percent total employment increase.

Immigration to Minnesota has been increasing, as stated in "Globalization and the Minnesota Labor Market," from Minnesota Department of Employment and Economic Development's online resources. A total of 11,708 legal immigrants came to Minnesota in 2004, the second-highest number of immigrants to Minnesota in the previous 25 years, according to data released by the Department of Homeland Security. Nevertheless Minnesota's share of foreign-born people is still significantly below that of the nation as a whole: 12.4 percent for the United States compared to 2.3 percent in Minnesota in 2000. Immigrants to Minnesota represent an interesting mix of national origins. According to Census data, Canadians made up the single largest foreign-born group in both 1980 and 1990. In 2000, though, immigrants of Mexican origin were the most populous national group. Minnesota also has a high concentration of immigrants from Laos, and the rise in Somali and Ethiopian immigration to Minnesota is also striking. The immigration of Somali and Hmong natives, both groups fleeing prosecution in their home countries, has been unique to Minnesota.

***Challenge 2: Emerging issues in health, safety and emergency preparedness present new challenges that need to be addressed during the planning horizon.***

Workers face a broad range of emerging health and safety issues that need to be considered as MNOSHA establishes its future direction. In the health area these include emerging threats from occupational asthma, obstructive lung disease, mixed exposures to new combinations of chemicals, and exposures to ultra-fine particulates, including man-made vitreous fibers (e.g., fibrous glass). In safety, emerging issues include hazards associated with communications tower construction, wireless communications, efforts to reduce hearing loss in construction, and difficulties in reaching the expanding population of mobile workers.

Emergency preparedness is also a prominent issue that will require attention and resources. MNOSHA's "Contingency Plan for Response to Catastrophic Events" was developed to ensure that MNOSHA is prepared to respond as quickly as possible to catastrophic events which may affect the health or safety of employees. MNOSHA's plan needs to remain compatible with the Minnesota Emergency Response Plan (the statewide plan encompassing

all responding agencies). To ensure ongoing coordination among state responders, MNOSHA will continue to participate as a member of the state's Emergency Response Preparedness Committee. Additional activities will be undertaken, as necessary, to improve MNOSHA's readiness.

***Challenge #3: Ensure that new business owners are educated on OSHA requirements and the value of effective occupational safety and health programs.***

The Minnesota Department of Employment and Economic Development, in its October 2004 "Business Tracking System" report, identified 12,400 new Minnesota businesses in 2002. Although the national economy was marked by a jobless recovery in 2002, job losses from business downsizing and closure by medium and large companies began to moderate. Large companies (more than 500 employees) reverted to the lower pre-recession rates of job attrition (28,000 lost jobs compared to 40,000 jobs in 2001). These companies also improved on start-up and expansion jobs (25,000 new jobs compared to 15,000 jobs in 2001). Medium sized companies (100 to 499 employees) reduced job losses by 15 percent, but there were still significant numbers of terminated jobs in distressed industries (34,000 lost jobs compared to 40,000 in 2001). However, start-ups and expansions in recovering industries picked up during 2002 to offset these lost jobs (34,000 new jobs compared to 25,000 jobs in 2001). Among small businesses, the entrepreneurial class (fewer than 50 employees) continued to provide most new jobs (118,000, or 60 percent, of all new jobs). With high failure rates among start-ups and small growing businesses, job losses were also heavy — reaching over 90,000 jobs each year (or 51 percent of all lost jobs). Hence, net job gains improved slightly for this group in 2002 (to 26,000 new jobs). Small businesses (50 to 99 employees) reduced net job losses in 2002 by adding 27 percent more new jobs (to 21,000 new jobs) while holding job losses to a 9 percent increase (to 23,000 lost jobs)

The value of safety and health programs needs to be communicated to the owners and operators of new or expanding businesses. These new businesses will need help in crafting safety and health programs and complying with regulations designed to prevent injuries and illnesses.

***Challenge #4: Improve training and retention of a qualified, knowledgeable, and proficient staff.***

MNOSHA's success as a leader in occupational safety and health depends on the knowledge and proficiency of its personnel. Techniques for attracting qualified applicants need to be explored and established. Training to strengthen the expertise of current personnel needs to be improved. The skills needed to more effectively reach target audiences, increase credibility with outside partners, and develop performance measurement techniques must be identified. Professional development and certification programs for personnel must be encouraged and supported. More importantly, retention of experienced, competent personnel is vital to MNOSHA's success in reaching the goals established in this strategic plan.

These key issues, while not exhaustive, provided a context for analyzing MNOSHA's existing programs and guided the development of MNOSHA's goals and strategies.

## **MNOSHA Compliance Program**

MNOSHA Compliance is responsible for conducting enforcement inspections, adopting standards, and operating other related OSHA activities. In addition to these traditional activities, MNOSHA operates several specialized programs aimed at assisting employers in making their workplaces safer and more healthful. These programs are explained in the table below.

<b>MNOSHA Compliance Programs</b>	
<b>Enforcement</b>	MNOSHA conducts a strong, fair, and effective enforcement program, which includes inspecting worksites, and issuing citations and penalties for violations of health and safety standards. Priorities for inspections include reports of imminent danger, fatalities and catastrophic accidents, employee complaints, investigation of discrimination complaints, referrals from other government agencies, and targeted areas of concern.
<b>Cooperative Programs</b>	MNOSHA enters into voluntary relationships (i.e., Partnerships and Voluntary Protection Programs) with employers, employees, employee representatives and trade and professional organizations to encourage, assist, and recognize their efforts to increase worker safety and health. These programs promote effective safety and health management and leverage the agency's resources.
<b>Compliance Assistance, Outreach Training and Education</b>	MNOSHA develops and provides a variety of compliance assistance programs, outreach and assistance products and services, education and training materials, and courses that promote occupational safety and health. To help employers and employees better understand their obligations, opportunities and safety and health issues, the agency provides services that include: <ul style="list-style-type: none"> <li>• Conducting regular "Construction Breakfasts" to provide training and information to construction employers and employees;</li> <li>• Developing and conducting training programs for employer and employee groups;</li> <li>• Participating in training programs conducted by safety and health organizations such as the Minnesota Safety Council, Midwest Center for Occupational Health and Safety, and Great Lakes OSHA Training Consortium;</li> <li>• Participating in the Regions Hospital Residents training program providing MNOSHA information and field inspection experience for occupational medicine physicians.</li> </ul>
<b>Information Services</b>	MNOSHA maintains a web page that provides direct access to standards, agency publications, information about upcoming meetings and training seminars, and other OSHA-related information. Questions or requests for information may be submitted by e-mail or by phone. A toll-free number makes MNOSHA readily accessible.
<b>Standards and Guidance</b>	MNOSHA adopts federal OSHA standards by reference and develops state-specific standards when appropriate. Compliance directives are developed to provide guidelines for the enforcement of standards. Guides to compliance are provided to assist employers in complying with major OSHA standards.

## **MNOSHA's Strategic Direction**

MNOSHA's programs have continued to evolve and improve to better serve Minnesota workplaces. Since MNOSHA was established, occupational fatality and injury rates have declined significantly.

Federal OSHA, MNDLI, and MNOSHA remain committed to protecting workers. Over the past several years, however, these agencies have taken a more balanced approach to the mission of safety and health, recognizing that the vast majority of employers take their responsibility to provide a safe and healthy work environment very seriously. MNOSHA will continue to build on this balanced approach. Compliance assistance, outreach, education, and cooperative programs will continue to provide the support needed to help employers and workers achieve a safe and healthy work environment, while strong, fair, and effective enforcement of safety and health regulations create incentives for employers to address safety and health issues. These programs will be expanded and modified as necessary to improve effectiveness and address emerging issues. To address the major challenges previously identified, MNOSHA's goals will reflect the following:

***Focus MNOSHA resources in those areas that provide a maximum return-on-investment.***

MNOSHA possesses substantial capabilities that have been developed and refined over many years. Given the large number and variety of workplaces, it must strengthen its strategic surveillance capabilities to identify the most significant safety and health risks, determine what is causing them, and implement appropriate programs to minimize the risks.

***Make greater progress, through compliance inspections, outreach and cooperative approaches, to create a deeply ingrained Minnesota culture that values and fosters safe and healthy workplaces.***

Effective management and implementation of workplace safety and health programs add significant value to individuals and companies by reducing both the extent and the severity of work-related injury and illness. Where these practices are followed, injury and illness rates are significantly less than rates at comparable worksites where implementation is not as comprehensive. The value of safety and health programs needs to be communicated to the owners and operators of new or expanding businesses. These new businesses will need help in crafting safety and health programs and complying with regulations designed to prevent injuries and illnesses.

***Ensure that MNOSHA has the expertise and capabilities, now and in the future, to carry out its leadership responsibilities for workplace safety and health.***

MNOSHA's effectiveness, especially in carrying out its leadership responsibilities, requires that it be widely respected and seen as technically competent, innovative, and "leading the charge" in improving workplace safety and health. In keeping with this view, MNOSHA will continue to provide a wide range of training opportunities to staff so they are well equipped to represent the MNOSHA program. In addition, MNOSHA has developed and will continue to maintain valuable relationships with several safety and health organizations. Also, information is exchanged regularly among MNOSHA, other state plan states and federal OSHA at the OSHSPA meetings. MNOSHA must also continue to develop its expertise and capabilities to improve data collection and analysis so that efforts are targeted properly and have the credibility necessary to accomplish goals.

***Concentrate efforts to guide MNOSHA toward an environment that fosters innovation, flexibility, and creativity.***

MNOSHA strives to be a leader in development and implementation of progressive methods and systems, both internally with its own staff and externally with clients and stakeholders. MNOSHA remains committed to finding solutions to tackle the "Strategic Challenges" outlined in this report, and will work toward successful accomplishment of program goals.



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## SECTION 3 – Goals and Strategies

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### Introduction

In support of federal OSHA's initiatives, as well as MNDLI's overall vision, MNOSHA developed performance goals. These goals set specific targets for a significant reduction in fatalities, injuries and illnesses over the planning period.

To better demonstrate the linkage between its activities and these very broad outcomes of reducing fatalities, injuries and illnesses, MNOSHA will also track results in specific areas that receive priority over the planning period. These MNOSHA areas of emphasis will be analyzed and revised each year based on the results of operations and new issues that demand attention.

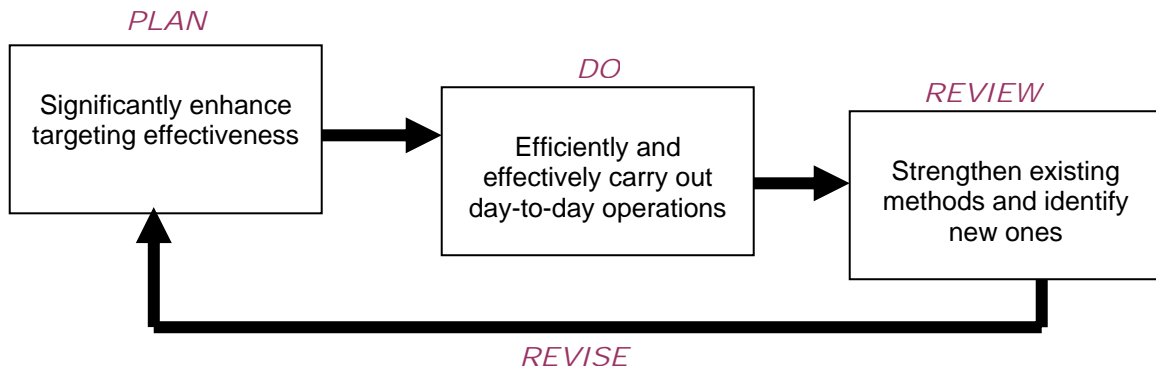
### Goals...

MNOSHA has established three specific supporting goals that will guide its efforts over the next several years. They are to:

1. Reduce occupational hazards through compliance inspections
2. Promote a safety and health culture through compliance assistance, outreach, cooperative programs, and strong leadership
3. Strengthen and improve MNOSHA's infrastructure

### ... and Strategies

The MNOSHA goals presented on the following pages include performance targets and strategies that explain how MNOSHA will achieve them. Strategies for the first two goals follow the "plan-do-review" pattern illustrated below. The third MNOSHA goal focuses more internally, elevating to a strategic level some of our pressing management and operational challenges.



## Goal 1

### Reduce occupational hazards through compliance inspections

MNOSHA's success, in many respects, depends on one-to-one interactions with employers and their employees. These interactions include inspecting workplaces and providing assistance, training, and guidance; all are designed to address unsafe and unhealthy working conditions.

The specific strategies for adopting a more dynamic targeting approach and implementing it "in the field" follow the table.

[Note: MNOSHA, using Minnesota-specific data, identified and selected industries for inspection emphasis during the Plan period through a combination of factors, including the number of workers in the industry and the industry's lost workday injury and illness rate (a measure of both frequency and severity).]

How Progress in Achieving this Goal Will be Assessed	Baseline 9/30/08	Target FFY 13	Target FFY 09
<i>Outcomes</i>			
1. Reduce Total Recordable Cases (TRC)	BLS data CY 5-year average using the 5 years prior to the target year <sup>3</sup> CY 2003-2007 avg: TBD	Consistent reduction over 5-year Plan	<sup>3</sup> Reduction in TRC from the previous 5-year avg: (TBD)
2. Reduce fatality rate <sup>1</sup> for fatalities within MNOSHA's jurisdiction	<sup>4</sup> DEED & MNOSHA data CY 5-year average using the 5 years prior to the target year CY 2003-2007 avg: .940	Consistent reduction over 5-year Plan	Reduction in fatality rate from the previous 5-year avg: .940
3. Number of hazards abated and establishments visited:			
a) Total hazards abated / establishments visited	MNOSHA data FY 2003 – 2007 avg: 4919 / 2619	N/A	N/A
b) Establishment emphasis <sup>2</sup>			
1) Inspection emphasis	N/A	TBD	65% of all programmed inspections
Utilities, except 221113, nuclear Food manufacturing Construction Beverage and tobacco product manufacturing Wood product manufacturing Nonmetallic mineral product manufacturing Primary metal manufacturing, except foundries Transportation equipment manufacturing Furniture & related product manufacturing Building material & garden equip & supplies dealers Warehouse and storage Hospitals Nursing homes Amputations Combustible dust Foundries Refineries Grain facilities Meatpacking Public sector Tree trimming/logging Asthma Lead Methylene chloride Popcorn Silica PSM			
2) Ergo & Safe Patient Handling, including hospitals, surgical centers, nursing homes	Current practice	Ongoing support of WSC's Ergo & SPH effort	Ongoing support of WSC's Ergo & SPH effort
4. Percent of designated programmed inspections	MNOSHA data FY 2003-2007 avg: 85%	85%	85%

<sup>1</sup>Fatality rate is calculated as the number of fatalities per 100,000 workers: (# MNOSHA fatalities / # of MN employed workers) x 100,000

<sup>2</sup>The quantity of programmed inspections is variable; therefore no defined number is provided.

<sup>3</sup>BLS data for the last year of five-year average is not available until October.

<sup>4</sup>Minnesota Department of Employment and Economic Development

**Strategy 1-1: Improve targeting to maximize the impact of compliance inspections.**

Actions:

- a. Analyze data to better identify establishments for inspections.
- b. Communicate priorities and effective approaches.
- c. Research new sources for information to identify best targets.

**Strategy 1-2: Reduce hazards by intervening at targeted worksites through compliance Inspections.**

Actions:

- a. Inspect worksites in nonprogrammed areas.
- b. Inspect targeted worksites.
- c. Inspect identified public sector worksites.

**Strategy 1-3: Improve effectiveness of compliance inspections.**

Actions:

- a. Analyze results and effectiveness of compliance inspections to determine their impact on fatalities, injury and illness rates.
- b. Identify and implement adjustments that will increase the impact of compliance inspections.
- c. Analyze the effectiveness of guidance and standards and identify needed changes.
- d. Protect discrimination complainants (11c) from adverse action.

## **Goal 2**

### **Promote a safety and health culture through compliance assistance, outreach, cooperative programs, and strong leadership**

All MNOSHA programs are designed to reduce fatalities, injuries, and illnesses, but the approaches differ depending on the circumstances and nature of the underlying cause of the problem. One-to-one relationships with employers and employees are achieved by several methods, and will always be necessary to ensure relationships promoting workplace safety and health. At the same time, lasting solutions will come about because employers, workers, and many others embrace a workplace safety and health culture. From MNOSHA's perspective, the resources it devotes to realizing this goal have the potential to multiply its effectiveness – by instilling safety and health values among the broad population and enlisting them in pursuing the same goals. Achieving this goal will require concerted effort, enhancement of MNOSHA's compliance assistance skills, innovation, and continued dedication to safety and health ideals.

How Progress in Achieving this Goal Will be Assessed	Baseline 9/30/08	Target FFY 13	Target FFY 09
1. Increase in: <ul style="list-style-type: none"> <li>a. Partnerships</li> <li>b. Voluntary Protection Programs (MNSTAR)</li> <li>c. Continue to identify compliance assistance opportunities.</li> </ul>	# of FFY 07 partnerships: 6  24  Current practice	5 new programs  10 new sites  Ongoing	1 new program  2 new sites  Ongoing
2. Maintain total number of people participating in OSHA outreach/training in areas such as: <ul style="list-style-type: none"> <li>a. Total</li> <li>b. Youth</li> <li>c. Immigrant employers and employees</li> <li>d. Emerging businesses</li> <li>e. Construction</li> <li>f. Manufacturing</li> <li>g. Discrimination</li> <li>h. Other strategic plan compliance/consultation emphases</li> </ul>	FY 2003-2007 avg: 2785	Maintain baseline	Maintain baseline
3. Participate in homeland security efforts at state and national levels	Current practice	Ongoing	Ongoing
4. Maintain response time and/or service level to stakeholders in areas such as: <ul style="list-style-type: none"> <li>a) Telephone inquiries and assistance</li> <li>b) Written requests for information</li> <li>c) MNOSHA website information/updates</li> </ul>	Current practice	Ongoing	Ongoing

**Strategy 2-1: Improve MNOSHA's ability to identify opportunities where compliance assistance, leadership, outreach, and cooperative programs will maximize impact.**

**Actions:**

- a. Identify new opportunities in the following areas to significantly improve workplace safety and health:
  - Youth
  - Immigrant employers and employees
  - Small Businesses, particularly in special emphasis areas
  - Emerging businesses
- b. Establish collection, tracking and analysis in these areas to determine performance.
- c. Analyze opportunities; establish focus, priorities, and targets; and communicate best practices.

**Strategy 2-2: Promote a safety and health culture throughout Minnesota's worksites.**

**Actions:**

- a. Support and strengthen relationships with public and private organizations that represent safety and health best practices.
- b. Increase public understanding of safety and health as a value in businesses through compliance assistance and communication strategies.
- c. Promote and increase involvement in recognition programs and partnerships.
- d. Provide expertise and support to the Minnesota Department of Public Safety.

### **Goal 3**

#### **Strengthen and improve MNOSHA's infrastructure**

Success in achieving the preceding goals require that MNOSHA monitor and respond to events in a rapidly changing world. MNOSHA has determined that it needs to improve its analytical and evaluation capabilities, ensure that MNOSHA staff has the knowledge, skills and abilities to address emerging health and safety issues, examine its approaches to addressing occupational health issues, and improve its use of information technology. These issues and others that were identified will be addressed through strategies and actions that follow.

How Progress in Achieving this Goal Could Be Assessed <sup>1</sup>	Baseline 9/30/08	Target FFY 13	Target FFY 09
1. Review rules annually for effectiveness: ongoing evaluation, development of rules, standards, guidelines and procedures.	Current practice	Ongoing	Ongoing
2. Maintain workforce development and retention plan.	Current practice	Ongoing	Ongoing
3. Monitor and improve systems and processes to ensure the business needs of MNOSHA, the requirements of Federal OSHA, and the services provided to stakeholders, are met.	Current practice	Ongoing	Ongoing

<sup>1</sup> The Goal 3 issues have a cause-and-effect relationship with the Goal 1 and 2 issues. Consequently, the outcome of achieving this goal is success in achieving the other two goals. For this reason the performance measures included for Goal 3 are more activity-oriented than outcome oriented.

**Strategy 3-1: Improve MNOSHA's performance measurement capabilities and accuracy.**

Actions:

- a. Improve the quality, timeliness and availability of MNOSHA information.
- b. Improve MNOSHA's ability to measure outcomes and program effectiveness.
- c. Use customer communication as an information resource.
- d. Improve MNOSHA's access to timely and accurate safety and health data, including identification of alternative data sources.

**Strategy 3-2: Improve existing capabilities and strategic management of human resources.**

Actions:

- a. Ensure MNOSHA has the skills, capabilities, and diversity to accomplish its mission by conducting a comprehensive workforce skills assessment and implementing a workforce development plan.
- b. Develop future leadership.
- c. Improve ways to recruit and retain talent within MNOSHA.

**Strategy 3-3: Improve the efficiency of MNOSHA's processes and activities.**

Actions:

- a. Review, develop, update, and revise MNOSHA standards, rules, guidelines and procedures.
- b. Ensure that new MNOSHA requirements are supported by training and assistance as necessary.
- c. Improve capabilities for evaluating costs and benefits of activities and processes and pursue opportunities to improve efficiencies.
- d. Continue to improve integration of MNOSHA's budget relative to the strategic plan.
- e. Improve MNOSHA's ability to identify and respond to emerging safety and health trends.