



**MINISTRY OF CIVIL SERVICE  
AND  
ADMINISTRATIVE REFORMS**

**Practical Guide on  
Occupational Safety and Health  
Management System  
(OSHMS)  
in the Civil Service**



# The Occupational Safety and Health Management System (OSHMS)

## TABLE OF CONTENTS

<b>Foreword</b>	<b>Page 3</b>
<b>Glossary of Terms</b>	<b>Page 4</b>
<b>The Occupational Safety and Health Management System</b>	<b>Page 5-6</b>
<b>Aim</b>	<b>Page 7</b>
<b>Objectives</b>	<b>Page 7</b>
<b>Section 6 (e) OSHA 2005</b>	<b>Page 8</b>
<b>Introducing the OSHMS</b>	<b>Page 9-10</b>
<b>Element I-Policy</b>	<b>Page 11</b>
<b>Statement of intent</b>	<b>Page 12-13</b>
<b>Organising</b>	<b>Page 14</b>
<b>Policy arrangement</b>	<b>Page 15</b>
<b>Review policy</b>	<b>Page 15</b>
<b>Element II-Organising</b>	<b>Page 16-18</b>
<b>Resources</b>	<b>Page 19</b>
<b>Communication</b>	<b>Page 19</b>
<b>Documentation</b>	<b>Page 20</b>
<b>Training/Competence, Awareness</b>	<b>Page 21</b>
<b>Element III-Planning</b>	<b>Page 22</b>
<b>Initial Status Review</b>	<b>Page 22</b>
<b>Risk assessment</b>	<b>Page 22</b>
<b>Set up of safety and health objectives</b>	<b>Page 23</b>
<b>Element IV- Measuring Performance</b>	<b>Page 24</b>
<b>Element V-Auditing</b>	<b>Page 25</b>
<b>Element VI-Management Review</b>	<b>Page 26</b>
<b>Continual Improvement</b>	<b>Page 27</b>
<b>Annexes</b>	<b>Page 28-31</b>

## FOREWORD

Ministries/Departments are increasingly concerned with achieving and demonstrating sound Occupational Safety and Health (OSH) performance by controlling their OSH risks, consistent with their OSH policy and objectives.

This Guideline covering OSH Management is intended to guide and assist organisation to develop and implement an effective Occupational Safety and Health Management System (OSHMS) that can be integrated with other Management Systems. The implementation of an effective OSHMS is crucial for an organisation to achieve a sound OSH performance and to comply with legal requirement. The development of this Guideline aims to support the objective of International Labour Organisation (ILO-OSH 2001).

It specifies requirements for an OSHMS to enable an organisation to develop and implement a policy and objectives which take into account legal requirements and information about OSH risks. It may apply to all types and sizes of organisations. The success of the system depends on commitment from all levels and functions of the organisation, and especially from top management. A system of this kind enables an organisation to develop an OSH policy, establish objectives and processes to achieve the policy commitments, take action as needed to improve its performance and demonstrate the conformity of the system to the requirements of ILO Standards.

The overall aim of this Guideline is to support and promote good OSH practices, in balance with socio-economic needs. Many of the requirements can be addressed concurrently or revisited at any time.

**GLOSSARY OF TERMS**

ILO-International Labour Organisation

OSHA-Occupational Safety and Health Act

OSH-Occupational Safety and Health

OSHU-Occupational Safety and Health Unit

OSHMS-Occupational Safety and Health Management System

ISR-Initial Status Review

MSDS-Material Safety Data Sheet

POPMAR-Policy-Organising- Planning-Measuring-Audit-Review

PDCA-Plan-Do-Check-Act

SOPs-Standard Operating Procedures

TNA- Training Need Analysis

## **The Occupational Safety and Health Management System**

The changing work patterns and associated hazards require a systematic approach to OSH management and one of the most predominant management tools has been the Occupational Safety and Health Management System (OSHMS).

Organisations are being encouraged to adopt formal management system which have at their core, the elements of plan, do, check and act (PDCA) embodying the principle of continual improvement.

OSHMS have developed through national and international co-operation. With the publication of ILO guidelines in 2001, the international dimension came fully into focus.

The ILO has been the driving force behind improving the fate of millions of workers and is still taking the lead to address new challenges for the betterment of working environment. As a constituent of the ILO, we have ensured that our Occupational Safety and Health Act of 2005 proclaimed in 2007, is in line with relevant ILO Conventions.

## **The Occupational Safety and Health Management System**

Following the adoption by ILO of the Convention on Promotional Framework for Occupational Safety and Health – C187 in 2006, the government started to take measures for compliance with the provisions of this Convention.

A key factor in implementing a formal OSHMS is consideration of the legal framework that creates the operational context. The OSH Unit is committed to providing a safe and healthy environment for all public officers and any other person and preventing workplace injuries and illnesses.

This commitment is endorsed by the Senior Chief Executive of the Ministry of Civil Service and Administrative Reforms in the OSH policy. To assist Ministries/Departments to meet this commitment, OSHU has embarked on the OSHMS.

Thus, the OSHMS is a framework that provides an indication of how systems need to evolve continually to reflect new ways in which organisations manage activities.

The implementation of the system is proposed in three phases for the attainment of the objectives set. (Annex I, II, III)

## AIM & OBJECTIVES

### AIM

The overall aim of this document is to provide guidance to facilitate the development and implementation of the OSHMS in Ministries/Departments.

### OBJECTIVES

This guideline has been prepared with the following objectives:

- to help Ministries/Departments to understand the basic requirements of OSHMS;
- to establish, develop and maintain the OSHMS in Ministries/Departments;
- to develop and maintain a high standard in the field of safety and health; and
- To support Ministries/Departments to continually improve the OSH performance.

## Section 6(e) OSHA 2005

### (Special Duties of Employers)

*Every employer shall;*

*“ Provide such resources, as appropriate, having regard to the nature of his activities and the size of his undertaking for the effective planning, organisation, control, monitoring and review of the preventive and protective measures required to be taken by him under this act.”*



**INTRODUCING THE OSHMS**

**The POPMAR model-showing elements of OSHMS**

## INTRODUCING THE OSHMS

### **Policy**

The Occupational Safety and Health (OSH) policy is the first element of an ideal OSHMS. It provides leadership and commitment for managing safety and health. It is the basis of the OSHMS and sets the direction for an organisation to follow. It is the foundation for the efforts taken to provide a suitable working environment.

### **Organising**

To secure a positive safety and health culture to get staff involved and committed. Organisations need to manage 4Cs: Control, Cooperation, Communication and Competent workforce.

### **Planning and Implementation**

The development of an OSH plan serves as a “Road Map”. Relevant responsibility and accountability is identified and allocated to deliver the objective. Appropriate resources are required for each task set.

### **Measuring performance**

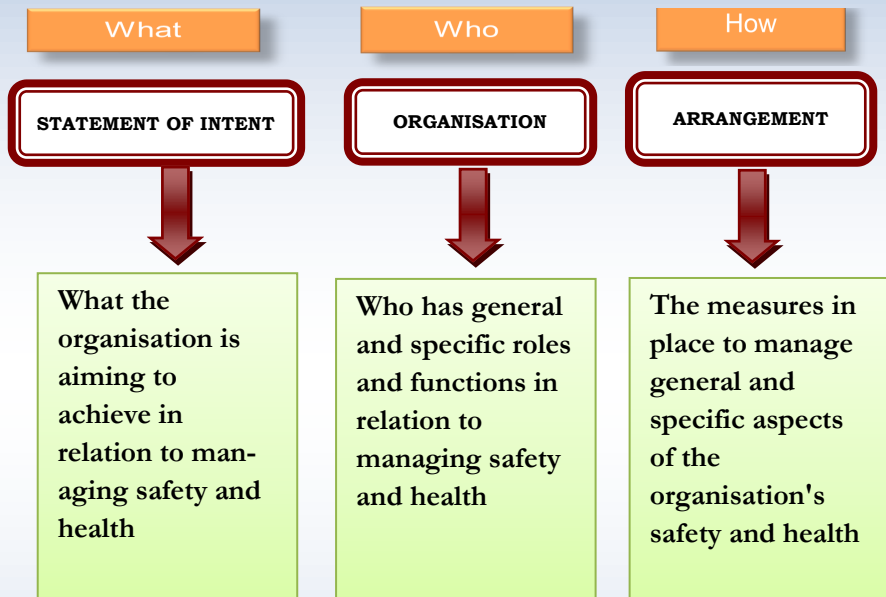
Periodic proactive monitoring is done to confirm that key risks are controlled and performance standards are met and that policies/procedures/risk assessments amongst others are complied with.

### **Auditing**

The structured periodical process of collecting information on the effectiveness of the OSHMS.

### **Reviewing**

Top management should review the OSHMS to ensure its suitability, adequacy and effectiveness.

**ELEMENT I- SAFETY AND HEALTH POLICY**

## SAFETY AND HEALTH POLICY

### **A Statement of intent should:**

- ◆ Demonstrate management commitment to safety and health.
- ◆ Set clear aims and objectives to be achieved.
- ◆ Aim to ensure legal compliance.
- ◆ Be signed by the most senior person in the organisation.
- ◆ Be dated to provide a reference point for review.
- ◆ Address specific safety, health and welfare issues.
- ◆ Recognize that managers and workers at all levels have a significant part to play.
- ◆ Specify safety and health performance targets.
- ◆ Provide necessary resources to achieve the policy objectives.

Consistent with the OSH policy and based on the initial review, measurable OSH objectives should be established.

Clear objectives help organisations in determining which programmes and services need to be offered to meet the intent of the policy.

**Objectives should take into account the following:**

- ◆ Meet legal compliance
- ◆ Provide safe work place, safe equipment, safe systems of work, information, instruction, training and supervision
- ◆ Carry out risk assessment of all relevant workplaces
- ◆ Perform monitoring
- ◆ Provide adequate resources
- ◆ Ensure effective communication and consultation

**Policy Targets should:**

- ◆ Measure allow performance to be measured
- ◆ Drive towards continual improvement

## ORGANISING

### B Organising for Safety and Health Policy

This should be directed towards creating a framework of roles and responsibilities for ensuring the achievement of safety and health goals set by the policy. It should address:

#### Control

- Employer demonstrates commitment
- Ensures time and resources are provided in order to carry out responsibilities
- Provide clear direction and objectives so everyone knows what they must do and how they will be accountable

#### Communication

- Employers have to provide information about risks and preventative measures to employees and others on their premises
- Discuss safety and health regularly
- Be 'visible' on safety and health

#### Co-operation

- Consultation and involvement
- Coordinate and cooperate with those contractors who work on their premises
- Involve staff in planning and reviewing performance, writing procedures and solving problems

#### Competence

- Assess the skills needed to carry out all tasks safely
- Provide means to ensure that all employees, including managers, supervisors and temporary employees are adequately instructed and trained
- Ensure there is access to sound advice

**ELEMENT I - SAFETY AND HEALTH POLICY****C Policy Arrangement**

This section should contain the general and more specific arrangements to ensure that the policy can be implemented effectively.

- Usually the largest part of the policy.
- Consists of detailed procedures and systems on specific areas e.g. manual handling, emergency procedures, training etc.

**D Review of Policy: Consider PEARRLS**

Premise, change of use (downsizing, expansion)

Enforcement notices, insurance

Accident investigations, change of procedures

Regular reviews, ineffectiveness of current policy

Risk assessments, changes in work processes

Legislation, changes in law or guidance

Structure, changes of personnel

## ELEMENT II- ORGANISING

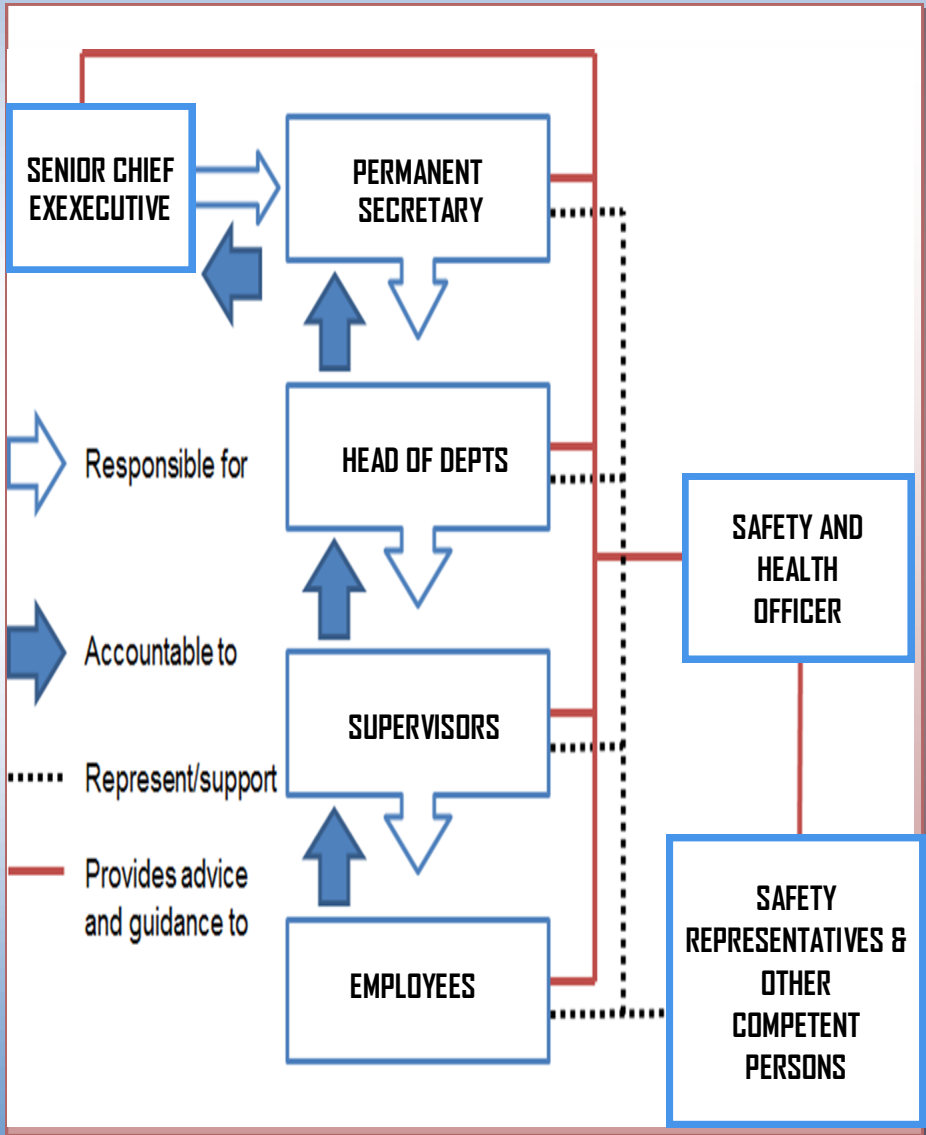
Ministry/Department should address the establishment of OSH responsibilities, accountabilities, resources, structures, training system, communication system and documentation practices for the development, implementation and performance of OSHMS and achievement of relevant OSH objectives.

The key personnel to be identified are:

- ◆ The most senior accountable person for ensuring safety and health at work.
- ◆ Managers (e.g. Directors, supervisors with delegated safety and health responsibilities).
- ◆ Competent persons (e.g. first aiders, fire wardens, engineers, occupational doctors).



**IMPLEMENTATION TEAM**



## ELEMENT II- ORGANISING

		Responsibility
<b>Chairperson</b>	An appointee from top management	<ul style="list-style-type: none"> <li>◆ chair the meeting;</li> <li>◆ set agenda;</li> <li>◆ set responsibility;</li> <li>◆ set target;</li> <li>◆ make resources available; and ensure upward transmission of progress in Senior Management Meeting and downward transmission</li> </ul>
<b>Members</b>	Head of Department	<p>Highlight safety and health issues in their respective departments through:</p> <ul style="list-style-type: none"> <li>◆ initial status review</li> <li>◆ risk assessment</li> <li>◆ audit reports</li> <li>◆ investigation reports</li> <li>◆ complaints received</li> <li>◆ own observations</li> <li>◆ training need analysis</li> <li>◆ remedial actions</li> <li>◆ maintenance of essential OSH records:</li> </ul>
<b>Safety and Health Officer</b>	Act as facilitator/ auditor	<p>Facilitate development of OSHMS by:</p> <ul style="list-style-type: none"> <li>◆ performing initial status review</li> <li>◆ providing training identified in TNA</li> <li>◆ acting as liaison officer for the enhancement of work environment programme</li> <li>◆ auditing the OSHMS</li> </ul>
<b>External stakeholder</b>	Giving expert advice	Example: fire safety issue, occupational diseases, electrical safety amongst others.

## ELEMENT II- ORGANISING

### Resources

Resources are needed for the maintenance of a safe workplace to achieve the Ministry/Department OSH objectives.

When determining the resources for the financial year, the Ministry/Department should consider:

- ◆ financial and human resource capacity
- ◆ technologies
- ◆ infrastructure and equipment
- ◆ information system , and



### Communication

The Ministry/Department should establish mechanisms for receiving, documenting and responding to communication from both internal and external stakeholders. It should also set up a communication system to update and disseminate safety and health information.

Communication mode to be considered can be:

- ◆ Notice board, newsletter, posters
- ◆ Coaching sessions
- ◆ Booklets
- ◆ Memo's
- ◆ Internet
- ◆ Circulars

## ELEMENT II- ORGANISING

### Documentation

The system requires up-to-date documentation that is sufficient to ensure that its OSH can be adequately understood and effectively and efficiently implemented. Generally, the OSHMS documentation consists of:

- ◆ **OSHMS Manual**
- ◆ **Standard Operating Procedures (SOPs)**
- ◆ **Operation controls/work instructions specific to the processes and plant.**
- ◆ **Forms to support the above documentation.**

### Other related documents are:

- |   |  |
|---|--|
| ◆ OSH policy  | ◆ Health Surveillance Records            |
| ◆ Objectives  | ◆ Workplace monitoring reports           |
| ◆ Allocated key OSH Management Roles & Responsibilities | ◆ OSH committee minutes/ toolbox meeting |
| ◆ Findings of risk assessment                           | ◆ Training                               |
| ◆ Work procedures                                       | ◆ Licences / certificates                |
| ◆ Work instructions specific to processes & plant       | ◆ Accident report                        |
| ◆ Checklists  | ◆ Equipment maintenance                  |
| ◆ Audits  | ◆ Supplier / contractor information's    |
| ◆ Commissioning certificates                            | ◆ Emergency plans                        |
| ◆ Material Safety Data Sheet (MSDS)                     |  |

**ELEMENT II – ORGANISING****Training/Competence/Awareness**

Management should ensure that all staff has the necessary knowledge, capacity, physical preparation to work safely. This competence should be acquired through a combination of education, awareness and workplace training.

The organisation should give specific considerations for those persons who will be:

- ◆ steering committee representatives,
- ◆ performing risk assessment and control,
- ◆ performing exposure assessment,
- ◆ performing audits,
- ◆ performing behavioural observations,
- ◆ performing investigations, and
- ◆ performing high risk tasks

## ELEMENT III - PLANNING

Prior to planning, the organisation's existing safety and health arrangements should be evaluated by an initial status review. The initial status review serves as a basis for establishing an OSHMS.

### Initial Status Review

The organisation should perform initial status review to gather information about the current status of safety and health.

Initial Status Review (ISR) is carried out to gather necessary information to act as a baseline. It helps the organisation to evaluate what is there in terms of safety and health at its current position.

### Risk Assessment

Another important activity of the OSHMS is managing risks .

Below are the steps for risks assessment and management



### ELEMENT III -PLANNING

To put into practice what has been stated in the safety and health policy statement, the organisations should come forward with appropriate safety and health objectives. (As per table below).

#### Set up of safety and health objectives:

E.g. Commitment to reduce rate of accidents by 10% for the year 20XX

Indicator	Target set
Meeting Conducted	xxx
Reported Hazards	xxx
Training	xxx
Audits Conducted	xxx
Planned Risk Assessment	xxx
Accident prevention plan	xxx
Emergency procedures	xxx
SOPs	xxx

## **ELEMENT IV: MEASURING PERFORMANCE**

This element is mainly checking the POPMAR model where any OSH programme is regularly checked to see if they are on target, amended where necessary and reviewed to see how well (or not) things have gone. Objectives and OSH programmes can then be changed if needed:

Stage 1-Establish OSH audit programmes

Stage 2-Correct non-conformances and take preventive action

Stage 3-Management review

Stage 4-Improve OSH performance

Stage 5-Improve OSHMS



**ELEMENT V - AUDITING**

Having completed the above process, the organisations should make arrangement to audit all the elements of the OSHMS. The audit will give feedback on the overall performance of the OSHMS. Component that should be taken into consideration when carrying out audit could be:

- ◆ Safety and Health Policy;
- ◆ Employee participation;
- ◆ Responsibility and accountability;
- ◆ Competence and training;
- ◆ Documentation;
- ◆ Communication;
- ◆ Planning and implementation;
- ◆ Prevention measures;
- ◆ Procurement and contracting;
- ◆ Performance monitoring;
- ◆ Management review;
- ◆ Preventive and corrective actions;

## ELEMENT VI –MANAGEMENT REVIEW

After carrying out the audit, report should be sent to management representatives and steering committee members of the Ministries/Departments for review and appropriate actions.

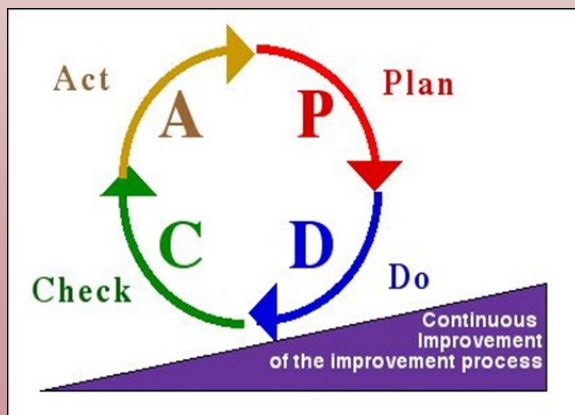
Management review should be carried out by top management on a regular basis (e.g. quarterly, semi-annually or annually).

Management representatives have the responsibility for ensuring that reports on the overall performance of OSHMS are presented to top management.

## CONTINUAL IMPROVEMENT

Occupational Safety and Health Management Systems (OSHMS) is based on relevant OSH criteria, standards and performance. It aims at providing methods to assess and improve performance in the prevention of workplace incidents and accidents via the effective management of hazards and risks in the workplace.

It is a logical, stepwise method to decide what needs to be done, how best to do it, monitor progress toward the established goals, evaluate how well it is done and identify areas for improvement. It must be capable of being adapted to changes in the business of the organisation and to legislative requirements and therefore continual improvement is most fundamental.



**Annex I****PHASE 1: COMMITMENT AND ESTABLISHING THE  
BASELINE**

**Annex II****PHASE 2: IDENTIFYING AND ENSURING COMPLIANCE**

## Annex III

### PHASE 3: AUDIT AND REVIEW





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