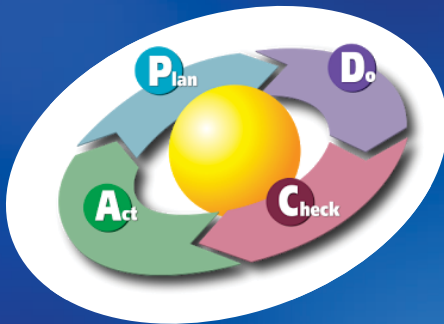




MINISTRY OF LABOUR,
INDUSTRIAL RELATIONS AND EMPLOYMENT

*Guidelines for Occupational Safety and
Health Management Systems*



Occupational Safety and Health Inspectorate - 2014



...promoting and sustaining decent work



FOREWORD



With the advent of technological progress, complexities of work procedures and the interaction of people with new forms of hazard, management of occupational safety and health needs a new approach to be able to systematically minimise or eliminate occupational safety and health risks in any organisation with a view to safeguard employees' safety and health.

An Occupational Safety and Health Management System aims at promoting a safe and healthy working environment by providing a framework that allows an organization to consistently identify and control its safety and health risks, reduce the potential for accidents, aid legislative compliance and improve overall performance. Hence, it forms an integral part of the management system which emphasizes the role and responsibilities of all stakeholders in an organization. It includes elements of accountability, training and communication.

There is a great need to develop dynamic policies for a safer working environment and to eliminate risks, protect the workforce and subsequently enhance the economic performance of an organization.

These Occupational Safety and Health Management Guidelines are a simplified version of the ILO Guidelines on Occupational Safety and Health Management System (ILO-OSH 2001) and has been prepared through tripartite consultation at the level of the Advisory Council for Occupational Safety and Health. It is expected that all organisations will adopt these guidelines which will significantly contribute in improving the safety and health standard at their workplaces.

Hon. Shakeel Mohamed

Minister of Labour, Industrial Relations
and Employment



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GUIDELINES FOR OCCUPATIONAL SAFETY AND HEALTH MANAGEMENT SYSTEMS

1. INTRODUCTION

The design and implementation of a comprehensive Safety and Health Management System implies the involvement of all stakeholders in the world of work.

These Guidelines are meant to be a proactive approach at identifying and controlling risks at the enterprise level. The Occupational Safety and Health Act 2005 - Act No. 28 of 2005 contains specific requirements for conducting formal risk assessment. These Guidelines explain the basic principles of a Safety and Health Management System as purported in Guidelines on Occupational Safety and Health Management Systems (ILO-OSH 2001). Each enterprise will have to adopt its own Occupational Safety and Health Management System which should cover several common topics but also specific topics linked to the very nature of each individual enterprise.

It is expected that these Guidelines help both management's and employees' need to establish a Safety and Health Management System in their respective enterprise.

2. DEFINITIONS

In these guidelines -

- **Active monitoring** means the ongoing activities which check that hazard and risk preventive and protective measures, as well as the arrangements to implement the Occupational Safety and Health Management System conform to defined criteria.
- **Audit** means a systematic, independent and documented process for obtaining evidence and evaluating it objectively to determine the extent to which defined criteria are fulfilled. This does not necessarily mean an independent external audit.
- **Employer** has the same meaning as under the Occupational Safety and Health Act 2005.



- **Contractor** means a person or an enterprise providing services to an employer at the employer's worksite in accordance with agreed specifications, terms and conditions.
- **Hazard** means the inherent potential to cause injury or damage to people's health.
- **Enterprise** means a company, firm, undertaking, whether public or private that has its own functions and administration.
- **Reactive monitoring** checks that failures in the hazard and risk prevention and protection control measures, and the Occupational Safety and Health Management System, as demonstrated by the occurrence of injuries, ill-health, diseases and incidents, are identified and acted upon.
- **Risk** means a combination of the likelihood of an occurrence of a hazardous event and the severity of injury or damage to the health of people caused by this event.
- **Risk assessment** is the process of evaluating the risks to safety and health arising from hazards at work.

3. OCCUPATIONAL SAFETY AND HEALTH MANAGEMENT SYSTEM

The Occupational Safety and Health Management System should contain the main elements of policy, organising, planning and implementation, evaluation and action for improvement.

3.1 POLICY

The Safety and Health policy should be a written declaration of the intention of the employer, in consultation with the workers and their representatives, to safeguard the safety and health of all persons, including employees, customers and suppliers/ contractors.

(a) The policy should contain a commitment for employers to:

- (i) comply with Occupational Safety and Health Act 2005 and subsidiary legislation, guidelines and standards from recognised institutions;

- (ii) protect the safety and health of all members of the enterprise and persons not in his employment who may be affected by his activities
 - (iii) prevent work-related injuries, ill health, diseases and incidents.
- (b) The policy should be:
- (i) signed and endorsed by the employer or most senior accountable person in the enterprise to make it effective
 - (ii) appropriate and specific to the nature of activities and size of the enterprise
 - (iii) communicated and readily accessible to all persons at their place of work
 - (iv) readily available to interested parties;
 - (v) reviewable periodically and as and when required for continual improvement; and
 - (vi) compatible with or integrated in other management systems in the Organisation.
- (c) The employer should make arrangements for workers and their safety and health representatives to have the time and resources to participate actively in the processes of organizing, planning and implementation, evaluation and action for improvement of the occupational safety and health management system.

3.2 ORGANISING

Overall responsibility for occupational safety and health rests with the employer. Appropriate responsibility, accountability and authority should be allocated by the employer for the development, implementation and effective performance of the occupational safety and health management system with a view to achieve the required occupational safety and health objectives. Structures and processes should be established which:

- (a) emphasize that occupational safety and health is a line management responsibility, known and accepted at all level;

- (b) define and communicate to all members of the enterprise the responsibility, accountability and authority of persons who manage, perform and verify activities having an effect on the safety and health risks of the organization's activities, facilities and processes;
- (c) enable the appointment of one or more persons at senior management level with specific responsibility, accountability and authority to:
 - (i) develop, implement, periodically review and evaluate the Occupational Safety and Health Management System;
 - (ii) periodically report to top management on the performance of the Occupational Safety and Health Management System; and
 - (iii) promote the participation of all members of the enterprise, including workers.
- (d) promote cooperation and communication on safety and health among members of the enterprise for the proper implementation of the Occupational Safety and Health Management System, for example, through the Safety and Health Committee;
- (e) establish effective arrangements to identify and eliminate or control work related hazards and risks, and promote health at work;
- (f) ensure that the processes encourage full workers' participation and their representatives in the fulfilment of the Occupational Safety and Health Policy, including participation in safety and health committees; and
- (g) provide appropriate resources including financial, human and technical, to ensure that persons responsible for safety and health can perform their functions properly.

3.3 PLANNING AND IMPLEMENTATION

The enterprise should evaluate its existing Occupational Safety and Health Management System and relevant procedures in place by an initial review. In case there is no Occupational Safety and Health Management System in place, for instance if it is a newly set up company, the initial review may then serve as the basis for the establishment of the Occupational Safety and Health Management System for the enterprise.



Following the initial review and based on Occupational Safety and Health Act 2005, subsequent legislation and guidelines, the enterprise should establish and maintain documented procedures for the setting of standards, the ongoing identification of hazards, the assessment of risks, and the implementation of necessary risk control measures.

The procedures should provide for:

(a) Prevention and control measures

This involves identifying hazards and assessing risks and deciding how they can be eliminated or controlled. Preventive and protective measures should be implemented in the following order of priority:

- (i) eliminate the hazard/risk;
- (ii) control the hazard at source, through the use of engineering controls. This involves designing the work environment, the facility, equipment used on site in order to eliminate hazards or reduce exposure to hazards. It may also entail, where removal of the hazard is not feasible, the enclosure of the hazard to prevent exposure in normal operations or establishment of barriers or local ventilation to reduce exposure to the hazard;
- (iii) minimize the hazard/risk through administrative controls which are rules and policies set by the enterprise on safe work systems, the timing of work, training, good housekeeping to prevent accumulation of hazard, personal hygiene practices; and
- (iv) where the residual hazard/risk cannot be controlled through neither administrative nor engineering controls, the employer should provide personal protective equipment and measures should be put in place for their appropriate use and maintenance.

(b) Emergency prevention, preparedness and response

Appropriate emergency prevention, preparedness and response arrangements having regard to the size and nature of the business activities should be put in place, in collaboration with relevant external emergency services where appropriate, and be documented. These arrangements should

identify the potential for accidents and emergency situations and address the prevention of occupational safety and health risks associated with them. The arrangements put in place should:

- (i) ensure adequate coordination in internal communication and provision of information to protect all people in the event of an emergency at the worksite;
 - (ii) provide for necessary communication arrangements with relevant authorities and neighbouring emergency response services; and
 - (iii) provide relevant information and training to all members of the enterprise, and include the carrying out of regular drills and exercises in emergency prevention, preparedness and response procedures.
- (c) Training programmes for all members of the organization to ensure that all persons are competent to carry out the safety and health aspects of their duties and responsibilities;
- (d) Appropriate procurement policy and procedures which take into account the safety and health policy; and
- (e) Arrangements for ensuring that the enterprise safety and health policy requirements are applied to contractors and their workers.

3.4 MEASURING PERFORMANCE

Procedures to monitor, measure and record occupational safety and health performance on a regular and continual basis should be developed, established and periodically reviewed. The selection of performance indicators should be appropriate to the size and nature of activities of the organization. Performance monitoring and measurement should be recorded and include:

- (a) active monitoring (before things go wrong) elements such as:
- (i) systematic inspection of work systems, premises, plant and equipment;
 - (ii) monitoring the achievement of specific plans, established performance criteria and objectives;
 - (iii) surveillance of the work environment; and

- (iv) workers' health surveillance, including pre-employment medical examinations.
- (b) reactive monitoring (after things have gone wrong) elements covering the identification, reporting and investigation of:
 - (i) work related injuries, ill health (including monitoring of aggregate sickness absence records), diseases and incidents;
 - (ii) deficient safety and health performance and Occupational Safety and Health Management System failures; and
 - (iii) workers' rehabilitation and health restoration programmes.

3.5 AUDIT

Arrangements to conduct periodic audits should be established in order to determine whether the Occupational Safety and Health Management System and its elements are in place, adequate and effective in protecting the safety and health of workers and preventing incidents. The arrangements for the conduct of audits should include workers' participation, as appropriate.

The audit should be conducted by competent persons internal or external to the organization and independent to the activity being audited.

The audit results and conclusions should be communicated to those responsible for corrective action.

(Note: Conducting an audit is optional, however conducting same will help the organisation to have an independent and unbiased view on its Occupational Safety and Health standard.)

3.6 ACTION FOR IMPROVEMENT

(a) Preventive and corrective action

Arrangements should be established and maintained for preventive and corrective action resulting from Occupational Safety and Health Management System performance monitoring and measurement, Occupational Safety and Health Management System audits and management reviews. These arrangements should include:

- (i) identifying and analyzing the root causes of any non conformities with Occupational Safety and Health Act 2005, subsequent legislation and guidelines and/or Occupational Safety and Health Management System arrangements; and
- (ii) initiating, planning, implementing, checking the effectiveness of and documenting corrective and preventive action.

(b) Continual improvement

Documented procedures should be set for the continual improvement of the relevant elements of the Occupational Safety and Health Management System, taking into account:

- (i) the Occupational Safety and Health policy;
- (ii) the result of hazard and risk identification and assessment;
- (iii) the outcome of performance monitoring and measurements;
- (iv) the investigation of work related injuries, diseases, ill-health and incidents;
- (v) the results and recommendations of audits;
- (vi) the outcome of management review;
- (vii) the recommendations for improvement from safety and health committee; and
- (viii) changes in occupational safety and health legislation and advent of new technology, relevant guidelines and standards.

3.7 PERFORMANCE REVIEW

Performance reviews should:

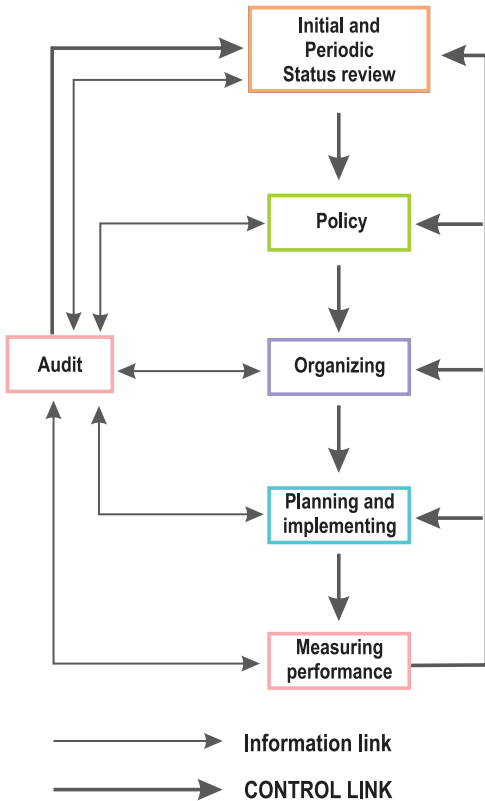
- (a) evaluate the overall strategy of the Occupational Safety and Health Management System to determine whether it meets planned performance objectives;
- (b) evaluate the Occupational Safety and Health Management System's ability to meet the overall needs of the organization and its stakeholders, including the workers;

- (c) evaluate the need for changes in the Occupational Safety and Health Management System, including the policy;
- (d) identify what action is necessary to remedy any deficiencies in a timely manner; and
- (e) be recorded and formally communicated to relevant persons.

The frequency and scope of performance reviews should be set according to the needs of the enterprise as well as taking into consideration the nature of business activities, risks and hazards involved.



Figure 1: Elements of Occupational Safety and Health Management System



4. CONCLUSION

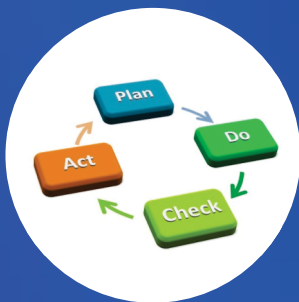
The Occupational Safety and Health Management System is a rational tool that helps in systematically promoting the continual improvement of occupational safety and health performance at the organisation's level. This guideline will surely help employers in the implementation of an Occupational Safety and Health Management System in their enterprises. Management's commitment together with active participation of workers remains the crucial elements in implementing an Occupational Safety and Health Management System successfully in an organisation. The benefits of implementing such a system will definitely be visible within the organisation after a period of time.

5. REFERENCES

1. ILO (2001) – “Guidelines on Occupational Safety and Health Management Systems – ILO–OSH 2001”.
2. British Standard BS OHSAS 18001:2007 – Occupational Safety and Health Management Systems.
3. British Standard BS 8800:1996-Guide to Occupational Safety and Health Management Systems.
4. Mauritian Standard MS 160:2008- Occupational Safety and Health Management Systems – Requirements.

NOTE:

Full version of the Occupational Safety and Health Act 2005 and Regulations are available on the website of the Ministry on www.labour.gov.mu.



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