

YG Health and Safety Management System

Performance Monitoring Framework and Guidebook

Submitted to:

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Introduction and Logic Model

The Yukon Public Service Commission's Corporate Health and Safety Unit exists to help ensure all Yukon Government employees are safe at work. Workplace safety is facilitated through the implementation of a Health and Safety Management System designed to make sure all Yukon Government employees have the tools they need to stay safe at work.

The YG Health and Safety Management System is comprised of systematic procedures for the identification of hazards and controlling risks as well as measures which help ensure that any and all controls in place are effective. The system has been designed to instill a business-like approach to safety at the workplace and includes a comprehensive process for managing risks.

With the YG Health and Safety Management System now designed, it is timely to design and implement a results-based monitoring framework to facilitate the effective and efficient operation of the Corporate Health and Safety Management System. The framework will also serve as a foundational component for a future outcome-based evaluation of the YG Health and Safety Management System.

To create a conceptual basis for the performance management framework, a logic model was developed. Information to guide the construction of the logic model content was collected and generated through:

- a review of available administrative materials including Section 3.48 of the Yukon Government's General Administration Manual, the Corporate Health and Safety website and linked documentation, the *Occupational Health and Safety Act* and Regulations and assorted guidelines, forms and information sheets; and,
- face-to-face interviews with key informants (6 interviews completed).

The results chain illustrated in the logic model (read from bottom to top) covers inputs, activities, outputs, short-term outcomes and long-term outcomes. This performance measurement framework is focused on the outputs and short-term outcomes of the Corporate Health and Safety System. Assessment of the long-term outcomes will be part of a future outcome-based evaluation.

The logic model is presented on the following page.

Performance Monitoring Framework

Inputs

The Corporate Health and Safety Unit's services are delivered by a Director (who oversees both the Corporate Health and Safety Unit and the Disability Management Unit), a manager and a staff of three individuals working on a full-time basis. Staff costs are funded through an annual appropriation of approximately \$565,000. An additional \$248,000 is appropriated annually by the Yukon Government for operations costs. The services of a Finance Officer are shared with the Corporate Health and Safety Unit. Supervisors and health and safety designates in Yukon Government central agencies, line departments and crown corporations also contribute to the implementation of the Health and Safety Management System. The work of staff at the Corporate Health and Safety Unit is supported by corporate services supplied from within the Public Service Commission including policy, accounting, systems and human resources.

Activities

Five distinct activities are undertaken at the Corporate Health and Safety Unit on an ongoing basis:

1\ Staff in the Corporate Health and Safety Unit proactively lead planning to identify activities and work functions throughout the Yukon Government thought to feature the highest hazard and risk levels. Staff then work with supervisors and health and safety designates to implement the 13 elements of the corporate health and safety management system:

- Structure, responsibilities and accountabilities
- Joint health and safety committees
- General health and safety rules
- Hazard identification, including workplace inspection, risk assessment and mitigation
- Safe work practices and safe job procedures
- Personal protective equipment
- Preventative maintenance
- Safety orientation and training
- Incident and near miss investigating and reporting
- Emergency preparedness
- Records and statistics
- Communication
- Monitoring and review for continuous improvement

- 2\ Corporate Health and Safety Unit staff provide support to supervisors and health and safety designates. Such support takes the form of assisting with identification of gaps in the implementation of the YG Health and Safety Management System and developing strategies to fill the gaps.
- 3\ Corporate Health and Safety Unit staff also provide support to supervisors and health and safety designates through the identification of training needs and assistance with delivery of health and safety related training to Yukon government staff.
- 4\ In fulfillment of responsibilities outlined in Policy 3.48 of the General Administration Manual, the Corporate Health and Safety Unit serves as host for two committees, the Health and Safety Leadership Committee (a sub-committee of the Deputy Ministers Review Committee) and the Health and Safety Implementation Sub-committee (a sub-committee of the Health and Safety Leadership Committee). The Health and Safety Leadership Committee plays a lead corporate role in health and safety management by providing strategic direction and priority-setting for health and safety management throughout the Yukon Government. The Health and Safety Implementation Sub-committee assists with the implementation of the strategic direction and priorities of Health and Safety Leadership Committee.
- 5\ The Corporate Health and Safety Unit is also in the process of the developing a Health and Safety Incident Reporting System that will be implemented across the Yukon Government. The Incident Reporting System will be used to record and track incidents, injuries and dangerous occurrences in the workplace. The data generated by the system will be used to analyze and report on the root causes and frequency of workplace incidents and occurrences.

Outputs

Activities undertaken by Corporate Health and Safety Unit staff culminate in the delivery of a series of five outputs. The **first** output is the entrenchment of a complete and well functioning health and safety management system across the Yukon government. Implicit in the entrenchment of the health and safety management system is a work environment where all Yukon Government employees have the tools they need to stay safe at work. To assess the current state of implementation of health and safety management systems across the Yukon Government, the Corporate Health and Safety Unit recently conducted a survey of YG departmental/corporate representatives to identify the status of health and safety management system implementation across the Yukon Government (the Departmental Safety Management System Survey). Approximately one half of responding departments indicated that their safety management system was a hybrid of the Corporate Health and Safety Management System. Only 28% indicated that their system was modeled on the Corporate H&SM System outlined on the Corporate Health and Safety Unit's website. As two thirds of responding departments indicated that they have yet to identify all workplace hazards, much remains to be done to ensure that all employees have the tools they need to stay safe at work.

The **second** output is Yukon government supervisors and health and safety designates enabled to provide expert advice and guidance on all

aspects of the YG Health and Safety Management System. Supervisors and designates will be enabled to provide expert guidance and advice through a combination of health and safety-related training as well as informal support and advice is provided via telephone, email and in-person.

The **third** output is Yukon Government supervisors and health and safety designates fully functioning within the health and safety obligations outlined in the General Administration Manual, the *Occupational Health and Safety Act* and Regulations and the Criminal Code of Canada. For this output to be produced, supervisors and health and safety designates in all YG departments and crown corporations will have a thorough understanding of the health and safety liabilities with which Deputy Ministers are encumbered. Supervisors and health and safety designates will also have a very clear sense of the allocation of health and safety responsibilities between YG departments / crown corporations and the Corporate Health and Safety Unit of the Public Service Commission

The **fourth** output is leadership in corporate health and safety management by the Corporate Health and Safety Unit. To be effective, such leadership will involve “building bridges” between the Corporate Health and Safety Unit and each and every Yukon Government department and crown corporations. Effective leadership on the corporate health and safety management file will also involve ensuring that, for larger departments where multiple health and safety systems have been introduced, the YG Corporate Health and Safety System is adopted as soon as possible.

The **fifth** output is incident reporting data collection, analysis and reporting that successfully supports continuous improvement of the YG Health and Safety Management System. Production of this output will require the design and implementation of a computerized, and likely cloud-based, software system accessible by supervisors and health and safety designates in all YG departments and crown corporations.

Short-term Outcomes

The outcomes presented in the logic model illustrate how the production of outputs by Corporate Health and Safety Unit staff, in collaboration with supervisors and health and safety designates in Yukon Government departments and crown corporations, will make a difference in YG workplaces in both the short-term and the long-term.

The **first** expected short-term outcome is safer work environments for all Yukon Government employees. The establishment of safer work environments will be achieved by identifying and documenting hazards and risks in all YG work environments aided through use of the hazard identification templates available on the Corporate Health and Safety website, including the Job Hazard Analysis form. Safer work environments will also be evidenced by the implementation of effective hazard controls, through elimination or mitigation as appropriate. The

conduct of employee health and safety orientation and training will also contribute to safer YG work environments.

The **second** expected short-term outcome is all YG Deputy Ministers enabled to fulfill their corporate health and safety obligations outlined in the General Administration Manual, the *Occupational Health and Safety Act* and Regulations and the Criminal Code of Canada. To achieve this outcome, Deputy Ministers will need to provide health and safety leadership and constant support to senior managers, supervisors and designates tasked with trying to make Yukon Government workplaces safer.

The **third** expected short-term outcome is improved alignment of YG health and safety functions with the requirements of the Yukon *Occupational Health and Safety Act* and Regulations. Notwithstanding that the *Occupational Health and Safety Act* and Regulations have been in force for more than 20 years, 60% of departments in the Departmental Safety Management System Survey indicated that implementation of a safety management system in their organization is less than three-quarters complete. As the YG Health and Safety Management System has been developed in concordance with *Occupational Health and Safety Act* and Regulations, improving the alignment of YG health and safety functions with the *Occupational Health and Safety Act* and Regulations is largely a matter of fully implementing the YG Health and Safety Management System (or an equivalent Safety Management System) across all YG departments and crown corporations. Achievement of this outcome will also involve addressing the health and safety-related aspects of construction and service contracts issued by the Yukon Government.

The **fourth** expected short-term outcome is cost-optimized administration of the YG Health and Safety Management System throughout the Yukon Government. While implementation of the YG Health and Safety Management System may result in higher costs in the short-term, cost-optimization implies that those higher costs will be offset by a) lower workers' compensation premiums, fines and penalties, b) lower implicit costs such as long-term disability costs, retraining costs, equipment repair and replacement costs and c) the intangible benefits of safer workplaces.

Long-term Outcomes

The long-term expected outcomes resulting from implementation of the YG Health and Safety Management System by the Corporate Health and Safety Unit are broader than the short-term outcomes in terms of both time horizon and societal span. The long-term outcomes will take longer to achieve and are expected have influence throughout the Yukon Government and Yukon communities.

The **first** long-term expected outcome is a demonstrated health and safety culture shift in Yukon Government, from “get the job done” to “get the job done, safely”. In such an environment, more employees will feel comfortable speaking up about unsafe work practices and encouraging

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coworkers to work safely. The YG Health and Safety Management System will be integrated into all aspects of the workplace, it will be woven into the fabric of the whole organization.

The **second** long-term expected outcome is the improved well-being, both physical and mental, of all YG employees and contractors resulting from an awareness and confidence that YG workplaces are safe work environments. Well-being at the broader community level will result from families and friends of Yukon Government employees and contractors also feeling confident that the Yukon Government is a safe place to send loved ones to work. An improved sense of workplace safety is also expected to contribute to a more stable YG workforce.

An examination of the extent to which short-term and long-term outcomes are being achieved will be the subject of a future outcome-based evaluation of the YG Corporate Health and Safety Management System.

Performance Monitoring Indicators and Guidebook

This section of the Performance Monitoring Framework and Guidebook outlines eight indicators and the associated data required to monitor the implementation of the YG Health and Safety Management System. The indicators are to be used to track progress in the implementation of the YG Health and Safety Management System and to identify what adjustments may be necessary to ensure effective implementation of the YG Health and Safety Management System. The indicators are also intended to be used in a future outcome-based evaluation of the YG Health and Safety Management System. Instructions for how Corporate Health and Safety staff can collect data to be used to both monitor the implementation of the YG Health and Safety Management System and provide baseline data for the future outcome-based evaluation are also outlined. Unless otherwise noted, the indicators are to be populated on an annual basis. The eight indicators include:

- 1\ Percentage of YG employees who agree their supervisor has informed them of the hazards associated with their job and supplied them with the tools and equipment needed to stay safe at work at all times;
- 2\ Level and percentage of supervisors and health and safety designates who have completed a minimum amount of health and safety training;
- 3\ Level and percentage of YG departments and crown corporations whose Deputy Ministers report having achieved 100% complete implementation the common YG Health and Safety Management System (or equivalent Safety Management System);
- 4\ Consistency and quality of incident reporting data collected with the Health and Safety Incident Reporting System;
- 5\ Percentage of YG departments and crown corporations that have fully identified and documented all workplace hazards and risks and implemented controls (elimination or mitigation);
- 6\ Deputy Minister perceptions of the extent to which they feel fully enabled to fulfill the their health and safety obligations outlined in the General Administration Manual, the *Occupational Health and Safety Act* and Regulations and the Criminal Code of Canada;

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- 7\ Per employee level of YG’s workers’ compensation premiums, fines and penalties; and,
 8\ Spending on health and safety across the Yukon government (e.g., identifiable costs for staff in dedicated health and safety positions, costs for personal protective equipment, etc.) relative to the volume of time lost due to workplace injury for all Yukon Government employees.

The data sources and collection instructions for each of the eight indicators are outlined in the table below:

| | Indicator: | Data Source: | Collection instructions: |
|----|---|---|---|
| 1\ | Percentage of YG employees who agree their supervisor has informed them of the hazards associated with their job and supplied them with the tools and equipment needed to stay safe at work at all times. | CH&S (new measure) | <p>Web-based poll of Yukon Government employees in all departments and crown corporations (on four-point Likert scale).</p> <p>Draft poll question: <i>Please indicate the extent to which you agree or disagree with the following statement: “My employer has informed me the hazards associated with my job and supplied me with all of the tools and equipment I need to stay safe at work at all times.”</i> (strongly disagree – disagree – agree –strongly agree).</p> <p>Percentage to be calculated as the aggregate number of responses in each Likert category divided by the aggregate of all responses.</p> |
| 2\ | Level and percentage of supervisors and health and safety designates who have completed a minimum amount of health and safety training. | PSC Staff Development Branch and CH&S (new measure) | <p>On the basis of Staff Development Branch training records, counts of the number of supervisors and designates who have completed a specified array of health and safety training. Will first require:</p> <p>a) the identification of supervisors and health and safety designates in all YG departments and crown corporations; and, b) specification of the combinations of courses and training that comprise a suitable standard of training.</p> <p>Level to be calculated as the number of supervisors and designates who have completed the suitable standard of training in a given time period (e.g., fiscal years 2013/14, 2014/15, 2015/16 etc.). To be presented at the department level if possible.</p> <p>Percentage to be calculated as the aggregate number of supervisors and designates who have completed the suitable standard of training divided by the total number of supervisors and designates. To be presented at the department level if possible.</p> |

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| | Indicator: | Data Source: | Collection instructions: |
|----|--|--------------------|--|
| 3\ | Level and percentage of YG departments and crown corporations whose Deputy Ministers report having achieved 100% complete implementation the common YG Health and Safety Management System (or equivalent Safety Management System). | CH&S (new measure) | <p>Web-based poll of Deputy Ministers in all YG departments and crown corporations.</p> <p>Draft poll question: <i>Please indicate the extent to which your organization has implemented each of the 13 elements of the YG Health and Safety Management System:</i> (circle one: A=not started, B=in progress, C=complete)</p> <ul style="list-style-type: none"> • Structure, responsibilities and accountabilities [A B C] • Joint health and safety committees [A B C] • General health and safety rules [A B C] • Hazard identification, including workplace inspection, risk assessment and mitigation [A B C] • Safe work practices and safe job procedures [A B C] • Personal protective equipment [A B C] • Preventative maintenance [A B C] • Safety orientation and training [A B C] • Incident and near miss investigating and reporting [A B C] • Emergency preparedness [A B C] • Records and statistics [A B C] • Communication [A B C] • Monitoring and review for continuous improvement [A B C] <p>Note: same question as contained in Departmental Safety Management System Survey.</p> |
| 4\ | Consistency and quality of incident reporting data collected with the Health and Safety Incident Reporting System. | CH&S (new measure) | <p>Checklist of report production and acceptance by senior Public Service Commission staff.</p> <p>Will first require completion of design of the Health and Safety Incident Reporting System.</p> |

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| | Indicator: | Data Source: | Collection instructions: |
|----|---|--------------------|---|
| 5\ | Percentage of YG departments and crown corporations that have fully identified and documented all workplace hazards and risks and implemented controls (elimination or mitigation). | CH&S (new measure) | <p>Web-based poll of supervisors and health and safety designates in all YG departments and crown corporations.</p> <p>Draft poll question: <i>Please indicate the extent to which all workplace hazards and risks have been identified and documented in your area of functional responsibility</i> (circle one: A=not started, B=in progress, C=complete).</p> <p>Percentage to be calculated as the number of YG departments and crown corporations that have completely identified and documented all workplace hazards divided by the total number of YG department and crown corporations.</p> <p>Draft poll question: <i>Please indicate the extent to which controls to eliminate or mitigate risks have been fully implemented in your area of functional responsibility</i> (circle one: A=not started, B=in progress, C=complete).</p> <p>Percentage to be calculated as the number of YG departments and crown corporations that have completely implemented controls to eliminate or mitigate risks divided by the total number of YG department and crown corporations.</p> |
| 6\ | Deputy Minister perceptions of the extent to which they feel fully enabled to fulfill the their health and safety obligations outlined in the General Administration Manual, the <i>Occupational Health and Safety Act</i> and Regulations and the Criminal Code of Canada. | CH&S (new measure) | <p>Web-based poll of Deputy Ministers in all departments and crown corporations.</p> <p>Draft poll question: <i>Please indicate the extent to which you agree or disagree with the following statement: "I currently feel fully enabled to fulfill the fulfill my health and safety obligations outlined in the General Administration Manual, the Occupational Health and Safety Act and Regulations and the Criminal Code of Canada."</i></p> <p>(strongly disagree – disagree – agree –strongly agree).</p> <p>Percentage to be calculated as the aggregate number of responses in each Likert category divided by the aggregate of all responses.</p> |

| | Indicator: | Data Source: | Collection instructions: |
|----|--|--|---|
| 7\ | Per employee level of YG’s workers’ compensation premiums, fines and penalties. | Yukon Workers’ Compensation Health and Safety Board (new measure) | <p>Custom queries on YWCH&S assessment data to identify amount of premiums, fines and penalties paid by Yukon Government to YWCH&S, by fiscal year (and by department if possible).</p> <p>Contact Mike McCormick at YWCH&S (mike.mccormick@gov.yk.ca; 667-5370) to discuss and implement.</p> <p>Per employee level to be calculated as the amount of premiums, fines and penalties paid in a given time period (e.g., fiscal years 2013/14, 2014/15, 2015/16 etc.) divided by the total number of YG employees in the corresponding time period. To be presented at the department / crown corporation level if possible.</p> |
| 8\ | Spending on health and safety across the Yukon government (e.g., identifiable costs for staff in dedicated health and safety positions, costs for personal protective equipment, etc.) relative to the volume of time lost due to workplace injury for all Yukon Government employees. | CH&S and Yukon Workers’ Compensation Health and Safety Board (new measure) | <p>Spending on health and safety across all YG departments and crown corporations will require reporting by each department and crown corporation on identifiable costs extracted from YG Financial Management System data.</p> <p>Total number of hours of lost time due to workplace injury will require a custom query of YWCH&S claim data. Contact Mike McCormick at YWCH&S (mike.mccormick@gov.yk.ca; 667-5370) to discuss and implement.</p> <p>Indicator value is to be calculated as the total number of hours of lost time due to workplace injury for all Yukon Government employees in all departments and crown corporations divided by cross-department estimates of spending on health and safety functions.</p> <p>To be presented at the department / crown corporation level if possible.</p> |

Key: ■ Outputs ■ Short-term Outcomes

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