

[REDACTED]

From: Rita HADDAD [REDACTED]
Sent: Wednesday, 9 April 2014 3:43 PM
To: Greg Zadro
Cc: Melissa CROWTHER; Kate Cleary; Angela DIONISSIOU; Jasmine NEWMAN
Subject: FW: Comcare Liaison Inspection - Manus Island RPC Visit - PNG [SEC=UNCLASSIFIED]
Attachments: Inspector Report EVE00223150-0001 - DIAC - Manus Island RPC Visit - PNG.PDF;
Comcare Inspection Report - January 2014.docx

UNCLASSIFIED

Hi Greg

Attached are the responses to the recommendations made in the Manus Island investigation report.

As discussed, Transfield has recently replaced G4S as the provider on Manus Island.

Please review the responses and advise whether Comcare requires any further information or is satisfied to close the investigation.

Many thanks

Rita Haddad
Assistant Director
IMA Health & Safety
Department of Immigration and Border Protection
[REDACTED]

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INSPECTOR REPORT

Work Health and Safety Act 2011 (Cth) (WHS Act)

Inspector's activity/objective		I entered this place to conduct a liaison inspection.	
If 'other' is selected or there is more than one activity/objective:			
Relevant date	02 December 2013	Reference no.	EVE00223150-0001
Entry time		Departure time	

SUMMARY OF COMMITMENTS/OUTCOMES

On 2 December 2013, Inspector Zadro travelled to Manus Island, Papua New Guinea to conduct a Liaison Inspection of the Department of Immigration and Border Protection (DIBP) Manus Island Regional Processing Centre (MIRPC).

Over the course of the visit, meetings were conducted with the key stakeholders involved in the daily running of the centre. The key stakeholders at the time of the visit are; DIBP, Group 4 Securicor (G4S), The Salvation Army (TSA) and International Health and Medical Services (IHMS). Discussions were undertaken to determine the role, deployment rotation and type of activity carried out by each stakeholder.

DIBP provide management and coordination of the delivery of services by contracted stakeholders at centre. Currently DIBP workers are deployed to the MIRPC for a three (3) month period.

G4S are contracted to provide garrison support services along with security services for the MIRPC and Bibby Progress accommodation barge. Aspects of the garrison support services are sub-contracted however the security services are self-delivered by G4S. The current deployment roster for G4S workers and sub-contractors is 4 weeks on/2 weeks off.

TSA are contracted to provide welfare services for the transferees in the form of case management, canteen services, internet/phone access and education programs and activities. Currently TSA have some staff on a 3 week on/3 week off deployment roster and others on the 4 weeks on/2 weeks off roster.

IHMS are contracted to provide health and medical services for transferees and MIRPC staff. This service includes treatment for coughs, colds, cuts etc. through to medical emergency along with staff involved in the treatment of mental health issues. The deployment roster for IHMS workers is four (4) weeks with many of the IHMS workers taking one (1) day in Cairns as part of their rotation and then returning for a subsequent four (4) weeks, working up to 8 weeks in total before respite.

All service providers have a limit of 28 days in which they are able to remain in Papua New Guinea (PNG) before needing to do a 'visa run' to Cairns.

A tour of the various aspects of the project to construct a second processing facility at East Lorengau was also undertaken. This project is being managed by Decmil Australia. The areas visited included the location of the yet to be constructed processing centre, the hardstand area and access road constructed by Decmil, the Roll-on/Roll-off wharf constructed by Decmil and the quarry used to obtain coral for the purposes of construction.

It was determined during the meetings, discussions and site inspections that despite various constraints (e.g. aging infrastructure; logistical arrangement both geographically and politically influenced and those described in my observations below), all stakeholders seem actively engaged and working towards improving the services provided and so health and safety outcomes for all persons involved.

Based on the information gathered and the observations noted below, I am of the view that there are a number of reasonably practicable steps available to DIBP, who are in control of the workplace, to protect the health and safety of their workers, contractors and the transferees in their care in relation to the daily activities involved in the operation of the MIRPC.

As such, I make the following recommendations for the earliest possible consideration of DIBP:

- that DIBP in conjunction with G4S, as the garrison support contractor;
 - develop a plan and implement it as soon as reasonably practicable to carry out removal of the old kitchen facility including the remediation of the surrounding area of ground contamination to minimise or eliminate the health and safety risks to workers and third parties in and around this area;
 - develop a plan and implement it as soon as reasonably practicable to expedite the construction of security fencing in the area of the kitchens following the above mentioned removal and remediation works to assist manage the health and safety risks associated with inadequate security for workers and third parties;

- develop a plan and implement it as soon as reasonably practicable to carry out works to rectify the apparent design flaw in the new kitchen facility that prevents the removal/expulsion of hot air and steam that results from cooking processes and is exacerbated by the local high humidity conditions and thereby improving the management of risks to the health and safety of workers and third parties using this area;
 - develop a procedure and implement it as soon as reasonably practicable that allows for a complete and effective clean to be carried out of the new kitchen facility in order to remove the mould that has built-up due to the above mentioned apparent design flaw and local high humidity conditions. This procedure should include implementation of a regular scheduled cleaning program to minimise or eliminate the risk of further build-up of mould;
 - develop and as soon as reasonably practicable implement a procedure that improves the security capability at the MIRPC entry gate to reduce/minimise the risk of unauthorised personnel or contraband being admitted into the MIRPC which carry with them risks to health and safety of workers and third parties; and
 - develop and as soon as reasonably practicable implement an improved procedure to track workers presence on the Bibby Progress with the objective of quicker and more reliable confirmation of the presence of workers on-board especially during an emergency evacuation process.
- that as soon as practicable DIBP develop a succinct but accurate summary of the above plans to include an expected timeframe for completion of each of the above recommendations; and
 - a copy of this summary is provided to Comcare as soon as practicable.

Please note; whilst the above are recommendations, Comcare may consider further enforcement action if an assessment about the effectiveness of the DIBP plans in response to those recommendations indicates health and safety risks are still not being adequately managed.

ACTUAL SITE ADDRESS OF ATTENDANCE OR WORKPLACE(S) INVOLVED IN INTERVENTION ACTIVITY

Name	Manus Island Regional Processing Centre		
Address	Lombrum Naval Base		
Manus Island	Country	Papua New Guinea	

LEGAL NAME AND ADDRESS OF THE PERSON CONDUCTING BUSINESS OR UNDERTAKING (PCBU)

Name	Department of Immigration and Border Protection	ABN	33 380 054 835
Address	6 Chan Street Belconnen, ACT 2617		

THIS REPORT ADDRESSED TO

Name	Rita Haddad	Role	Assistant Director IMA Health & Safety		
Address	6 Chan Street				
Belconnen	State	ACT	Postcode	2617	

CORPORATE OR NATIONAL CONTACT

Name	Rita Haddad	Title	Assistant Director IMA Health & Safety
Phone	[REDACTED]	Email	[REDACTED]

WORKPLACE CONTACT

Name	Anthony Kniepp	Title	DIBP Service Coordinator – Manus Island
Phone		Email	[REDACTED]

HEALTH AND SAFETY REPRESENTATIVE DETAILS

Name	Lauran Leung	Workgroup	MIRPC
Email	[REDACTED]	Phone	

OTHER PERSONS SPOKEN WITH IN RELATION TO THE ACTIVITY

Name	[REDACTED]	Position/role	DIBP Operations Manager
Name	[REDACTED]	Position/role	DIBP Service Delivery Manager
Name	[REDACTED]	Position/role	DIBP Infrastructure Manager
Name	[REDACTED]	Position/role	G4S Regional General Manager
Name	[REDACTED]	Position/role	G4S Operations Manager
Name	[REDACTED]	Position/role	G4S WH&S Manager
Name	[REDACTED]	Position/role	TSA Contract Manager
Name	[REDACTED]	Position/role	IHMS Site Manager
Name	[REDACTED]	Position/role	DECMIL Site Manager

SUMMARY OF INSPECTOR'S ACTIONS AND OBSERVATIONS (Including any powers exercised, recommendations or directions made and compliance/s observed)

On 2 December 2013, I attended the MIRPC.

During the period of 2-5 December 2013, carried out site familiarisation, inspections and met with management of key stakeholders conducting work connected with daily activities at the MIRPC.

Departed MIRPC on 5 December 2013.

OBSERVATIONS:

- Transferee numbers have increased from approximately 400 in July 2013 to 1137 at the time of the visit.
- The existing MIRPC is undergoing expansion to better accommodate this increase in numbers and provide for the expected arrival of further numbers of transferees.
- Construction of a second processing centre is to commence at another site on Manus Island soon. This area is currently being cleared of vegetation with connection of infrastructure services having just begun at the time of the visit.
- There are some identified potential health risks to workers, contractors and transferees regarding the condition and design of kitchen facilities at the existing MIRPC;
 - An old kitchen is currently being de-mobilised; cleaning of surfaces of the tent structure is to be carried out to remove a coating of mould and the floor has collapsed in some areas This area has been barricaded.
 - Build-up of waste (cleaning materials and kitchen spills) has seeped/fallen through the floor mesh and has contaminated the ground immediately below and surrounding the old kitchen; this is to be remediated once the old kitchen structure has been removed.
 - Airconditioning units supplying the old kitchen are situated in the area of contamination.
 - A new kitchen, whilst being an improved facility generally, seems to have some basic design flaws;
 - There is no provision for hot air and steam (from cooking) to be removed from the interior and as a result it seems mould has begun to form on the interior surfaces. This process seems to be exacerbated from local high humidity conditions and a continual flow of workers in and out of the kitchen.
 - Currently there are no expressed arrangements in place to "shut down" the kitchen to enable effective cleaning of the mouldy surfaces to take place.

- Risks to workers from inadequate security do not seem to be managed effectively;
 - In the area leading to the kitchens it is possible to easily bypass security checkpoints as there is currently no security fencing in place. This situation is known to DIBP staff and the security contractor G4S. A plan is in place to improve access security but it is understood rectification work is tied in with the removal of the old kitchen and ground contamination remediation and as such may take some time.
 - Security at the main access to the MIRPC seems ineffective; it was observed on a number of occasions that it is possible to enter/exit the facility without receiving a bag inspection or being monitored; for example even for signing in/out. Apart from risks from such open access by anyone, this situation can greatly reduce the ability to quickly and accurately account for workers in the event of a critical incident.
- Current office/administration facilities for contractors and workers seem cramped. The facilities also experience high temperatures creating increased heat related risks to workers. Some facilities used by TSA to provide education services also experience high temperatures.
- There are no emergency ambulance or fire fighting services available on Manus Island.
- IHMS capability to provide health services to the facility as they are contracted to do seems to be under strain; it is understood this results from the increase in transferee numbers recently without a proportionate increase in medical services provision capability. For example;
 - Current ability to manage a critical injury event is limited due to the size of the single emergency medical procedures room. In the event of a mass casualty incident, this single room is probably inadequate. Moreover local medical services seem to be substandard.
 - Emergency planning seems to include a reliance on instigating medical evacuation to Port Moresby being the closest place with better medical services provision capability than Manus Island. Meanwhile, Cairns is assessed to be the closest location with the most reliable and effective medical services provision capability.
 - Appropriate storage of pharmaceuticals is restricted due to the small number of refrigerators available for this task on-site.
 - Work is underway to expand IHMS capability including providing extra pharmaceuticals storage equipment.
- Whilst the introduction of the vessel 'Bibby Progress' for accommodation of workers seems to have resulted in a positive influence on worker morale, it was observed there are limited opportunities for workers to 'disconnect' and 'unwind' from the demands of the workplace and work related activities;
 - Most rooms on-board are dormitory style rooms for up to five people, usually from the same organisation, sharing one en-suite.
 - At the time of the visit, there were no facilities provided to workers on-board to make phone calls, watch television or access the internet. These facilities are expected to be connected prior to Christmas 2013.
 - A gymnasium is provided for workers on-board.
 - The 'Bibby' is a dry vessel and as such no alcohol is permitted on-board.
 - The PNG Defence Force has an Officer's Club located on the Lombrum Naval base. Only workers employed at a managerial level are permitted access to this facility.
 - Recreational activities on Manus Island seem generally limited to sightseeing, fishing, swimming and snorkelling.
- Current restrictions on a worker's ability to effectively disconnect and unwind could potentially lead to an increased risk of psychological or psychosocial type injury.
- Induction of staff to the Bibby Progress is generally of an appropriate standard. However the administrative system in place to account for all persons on-board in the event of an emergency evacuation situation relies on each individual following the process each time they embark/disembark. The requirements of this system were not conveyed to workers during the induction at the time of the visit.

DOCUMENTS OR THINGS THE INSPECTOR RECEIVED OR REVIEWED

Manus Island – A living and working guide
 Temporary Accommodation Arrangements at Manus Island OPC - The Bibby
 Bibby Fire Procedure
 Minutes – MIRPC: WHS Committee Meeting 06/11/13
 MIRPC – WHS Committee Meeting Agenda
 Eures HSEQ MIRPC Incident and Hazard Highlights-Catering
 IHMS – Typhoid Employee Briefing
 G4S – Training and Assessment Strategy
 G4S – Example of training record
 G4S – Contingency Plan for MIRPC
 G4S – Emergency Management Plan MIRPC
 G4S – Safety and Security Management Plan MIRPC

DOCUMENTS OR THINGS THE INSPECTOR PROVIDED

N/A

NOTICES ISSUED

Type of notice(s) issued	None
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If 'other' is selected or more than one type of notice is issued:

Summary of notice(s) content

N/A

STATUS OF ANY EXISTING NOTICES MONITORED DURING THIS ACTIVITY

N/A

OTHER ACTION/S TAKEN

N/A

INSPECTOR'S DETAILS (appointed under s156 of the WHS Act)

Name	Greg Zadro	Title	WHS Inspector
Office	Brisbane	Region	Queensland
Group	Regulatory Services	Phone	[REDACTED]
Email	[REDACTED]		
Signature	[REDACTED]	Date	8 January 2014

OTHERS ATTENDING/ASSISTING

Name	N/A	Role	N/A
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METHOD OF SERVICE FOR THIS REPORT

Emailed to:	Rita Haddad	Role	Assistant Director IMA Health & Safety
Email	[REDACTED]	Phone	[REDACTED]

COPY OF REPORT PROVIDED TO

Name	Anthony Kneipp	Role	DIBP Service Coordinator – Manus Island
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NEED HELP?

If you do not understand the information provided in this report or the information provided by an inspector during a site visit, or you are uncertain how to address the actions required of you, please discuss your concerns with the inspector/investigator who attended your workplace.

The inspector that attended your workplace should also be contacted should you wish to view photographs, documents or other evidence taken during the visit.

REVIEW OF CERTAIN INSPECTOR DECISIONS

Comcare will seek to resolve your concerns in a staged process.

Decision Maker Review

If you disagree with a regulatory decision made by an Inspector as part of this activity, you may request a review of the decision. Comcare requests you firstly consult with the Inspector to discuss and resolve the issue at the operational level. If you are not satisfied with the reviewed decision you may subsequently request a further review with their Manager.

Independent Review

If you believe your concerns were not addressed through the Decision Maker Review process, then you or any concerned party, may put a complaint in writing (via email) to complaints@comcare.gov.au. This is a formal independent process. Comcare conducts two types of Independent Reviews:

- **Professional Standards Enquiry** is conducted for complaints regarding non-statutory regulatory decisions, actions and findings against Comcare's service charter, policy commitments, procedures and professional standards.
- **Statutory Review** is conducted where an eligible party makes a complaint related to specific statutory provisions of the WHS Act. If you want to apply for statutory review of a decision made by an Inspector during this activity, you must do so with Comcare within 14 days of the date the decision came to your notice or—in the case of an improvement notice—the lesser of 14 days or the period specified in the notice for compliance (or such longer period as the regulator allows). Comcare must conduct the internal review within 14 days (unless further information is required). If Comcare does not notify you of the internal review decision within the required time, Comcare is taken to have made a decision to affirm the reviewable decision. Not all decisions can be internally reviewed and in order to seek internal review of a decision you must be an eligible person. If you are not satisfied with an internal review decision you can apply for an external review to Fair Work Australia. For further information about Statutory Reviews and to download the application form, go to our website at www.comcare.gov.au/WHS/guidance_and_resources/guidance.

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FURTHER INFORMATION

Comcare has a range of publications and fact sheets to help explain your responsibilities and provide guidance to make your workplace safer. To access these, visit our website at www.comcare.gov.au. To get further advice, assistance and information, call 1300 366 979 or email ohs.help@comcare.gov.au.

DISCLAIMER

This report contains information based on the recent visit to your workplace and is given to assist you to take any steps in regard to your obligations under the WHS Act. To ensure you comply with your legal obligations you must refer to the WHS Act and associated Regulations. A link to these documents is provided on our website at www.comcare.gov.au.

While every step will be taken in providing advice to you, Comcare will not be liable for any errors or omissions or for any loss or damage suffered by you or any person which arises from your reliance on this advice or for any breach by you of your obligations under the WHS Act. The fact that an inspector has inspected a particular workplace is not a representation by Comcare that the particular workplace is in any way approved or free of hazards.

Comcare Inspection Report – Manus RPC Visit – Consolidated Responses

Recommendations

1. *develop a plan and implement it as soon as reasonably practicable to carry out removal of the old kitchen facility including the remediation of the surrounding area of ground contamination to minimise or eliminate the health and safety risks to workers and third parties in and around this area;*

The old kitchen facility has been removed, cleaned and stored. The flooring has been removed and a crane is currently on site removing the generators so that the ground remediation works can commence. Works are expected to be completed by 6 Feb.

2. *develop a plan and implement it as soon as reasonably practicable to expedite the construction of security fencing in the area of the kitchens following the above mentioned removal and remediation works to assist manage the health and safety risks associated with inadequate security for workers and third parties;*

The establishment of the storage area on the old kitchen site will allow for increased staff and food security, as all stores will be within the OPC. Once the site is completed, fencing to the Kitchen delivery area will be reviewed and upgraded.

3. *develop a plan and implement it as soon as reasonably practicable to carry out works to rectify the apparent design flaw in the new kitchen facility that prevents the removal/expulsion of hot air and steam that results from cooking processes and is exacerbated by the local high humidity conditions and thereby improving the management of risks to the health and safety of workers and third parties using this area;*

A design for installation of kitchen extraction fans has been developed and is currently with the catering provider for review and comment.

4. *develop a procedure and implement it as soon as reasonably practicable that allows for a complete and effective clean to be carried out of the new kitchen facility in order to remove the mould that has built-up due to the above mentioned apparent design flaw and local high humidity conditions. This procedure should include implementation of a regular scheduled cleaning program to minimise or eliminate the risk of further build-up of mould;*

Time frame: CLOSED, to be noted and reviewed by new service provider.

G4S have revised and implemented a new process and schedule for the cleaning of the kitchen which aims to minimise the risk of mould build-up.

5. *develop and as soon as reasonably practicable implement a procedure that improves the security capability at the MIRPC entry gate to reduce/minimise the risk of unauthorised personnel or contraband being admitted into the MIRPC which carry with them risks to health and safety of workers and third parties; and*

Time Frame: CLOSED, to be noted and reviewed by new service provider.

G4S have implemented enhanced access control procedures to improve security at the entry gate. This has been a joint outcome with the Force Protection Review, a security risk assessment of the site, which also identified the requirement for improvement to the entry system.

6. *develop and as soon as reasonably practicable implement an improved procedure to track workers presence on the Bibby Progress with the objective of quicker and more reliable confirmation of the presence of workers on-board especially during an emergency evacuation process.*

Time Frame: CLOSED, to be noted and reviewed by new service provider.

G4S have implemented a pin board system in conjunction with an identification card system for residents, staff and visitors to the Bibby Progress. The Pin Board system has been tested during emergency evacuations exercises and incorporated into the relevant procedures.