



Government of **Western Australia**
Department of **Mines and Petroleum**
Resources Safety

**Baseline results for psychosocial harm audits of mining operations, and
petroleum and major hazard facilities**

Audits conducted February-October 2016

December 2016

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Executive summary and key findings

Following the release of its psychosocial harm audit tool and guide in February 2016, the Department of Mines and Petroleum collected information from 126 companies involved in mining operations, and 17 operators of petroleum and major hazard facilities over a ten-month period to October 2016. The objective was to establish a baseline against which to measure progress in mental health risk management in Western Australia's resources sector.

Four criteria were used to present the results:

- management systems that address mental wellbeing
- resourcing of systems relating to mental wellbeing
- consultation with workforce on mental wellbeing strategies
- preventative and protective measures in place.

While there are opportunities for improvement across the four criteria, the audits identified consultation with the workforce on mental health and wellbeing strategies as an area requiring additional focus for most sites across mining, petroleum and major hazard facilities. In this context, consultation involves management discussing systems, policies, practices and issues of mutual concern with workers or their representatives to develop acceptable solutions to problems through a genuine exchange of views and information.

As well as raising industry awareness of mental health matters, the results of this baseline study will be considered by the Mental Health Strategies Working Group, which is tasked with identifying a framework to support good practice for positive mental health and wellbeing in resources sector workplaces.

Note: The working group was established in April 2016 under the auspices of the Mining Industry Advisory Committee in response to the Legislative Assembly Education and Health Standing Committee's final report on the impact of fly-in, fly-out (FIFO) work practices on mental health.

Consultation involves two-way communication, with employers providing information and workers taking on the responsibility of actively participating in the process. Employers should consider the effect of the issue on workers' safety and health, and how effective and meaningful consultation on the issue can be achieved.

An important principle of consultation is reaching an agreeable outcome on an issue or topic that is satisfactory to all parties and persons, and moves towards a safer and healthier working environment. However, while the views of workers should be sought and considered on issues that affect those workers before decisions are made and implemented, consultation does not remove the right of managers to make the final decision.

Introduction

In February 2016, the Department of Mines and Petroleum (DMP) released a psychosocial harm audit tool and guide. The purpose of the audit approach is to provide those operating in Western Australia's resources sector with a simple tool to assist in the development of a mental health plan and help assess their existing arrangements for managing psychosocial risks in the workplace. External advice and input was sought on the development of the psychosocial harm audit tool and guide to confirm their appropriateness and flexibility as a risk-based approach to address mental health and wellbeing in the resources sector.

The psychosocial harm audit tool and guide aim to:

- assist implementation of the proposed Work Health and Safety (Resources) legislation, which will specifically mention psychological health
- generate discussion between the regulator and industry stakeholders on mental health and wellbeing
- outline the regulator's expectations in terms of the management of the psychosocial harm hazard
- help industry to identify potential areas of improvement in relation to the management of psychosocial harm in the workplace.

This report summarises audit information collected from mining operations, and petroleum and major hazard facilities from February to October 2016.

The results, which are presented here by collating the audit points into four selected management criteria, represent a baseline against which to measure future progress. The department is sharing the aggregated outcomes so the resources sector is better informed regarding expectations and opportunities for improvement.

Note: The psychosocial harm audit tool and guide are available online for companies to conduct self-audits and assess how well they meet the expected standards for a number of factors.

Collection of the data

The audits of mining operations (conducted under the mines safety legislation) saw inspectors work with companies to apply the audit tool, whereas a survey approach was adopted for petroleum (under relevant safety legislation) and major hazard facilities. Results that are collected in different ways should not be combined as they are likely to have different underlying assumptions regarding how the audit points have been interpreted and used. Hence, the results are presented separately for mining operations, and petroleum and major hazard facilities.

Note: For readability, the term "audit" is used in this report although a survey rather than an auditing approach was adopted for petroleum and major hazard facilities.

Criteria for assessing audit results

The criteria for summarising the audit results were developed in consultation with a registered psychologist.

The methodology used for determining the criteria for collating results was based on a review of the literature on mentally healthy workplaces and workplaces that have a high risk of stress and trauma. This review suggested that there are critical components for an integrated approach to mental health and wellbeing. There are core organisational enablers that include management systems and processes and organisational culture that underpin mentally healthy workplaces. All actions and initiatives that flow on from these should be focused on promotion, protection and intervention^{1,2,3}.

Given this evidence base, the 21 audit points were clustered into four criteria to help provide clarity and concise feedback for the Western Australian resources sector. Furthermore, the four good practice criteria should be met for the effective management and support of mental health and wellbeing in the workplace.

The four criteria were:

- management systems that address mental wellbeing
- resourcing of systems relating to mental wellbeing
- consultation with workforce on mental wellbeing strategies
- preventative and protective measures in place.

Table 1 summarises the criteria and maps the audit points against them. It also provides an indication of whether the audit point is considered essential or desirable⁴ – this is important for how the company is assessed.

As shown in Table 2, if one or more “essential” audit point(s) do not meet the standard, companies are assessed as having only partially met the intent of the criterion. If none of the “essential” audit points have met the standard, then companies are assessed as having not yet met the intent of the criterion.

¹ Beyondblue, 2016. *Good practice framework for mental health and wellbeing in first responder organisations*. Beyond Blue Ltd, March 2016.

² Freeman, M.L., 2016. *Literature Review of Trauma Risk Management and Response Services in First Responder Agencies*. Perth, Western Australia: Mental Health Commission.

³ Harvey, S.B., Joyce, S., Tan, L., Johnson, A., Nguyen, H., Modini, M. & Groth, M., 2014. *Developing a mentally healthy workplace: A review of the literature*. A report for the National Mental Health Commission and the Mentally Healthy Workplace Alliance, November 2014.

⁴ Audit points were considered essential or desirable based on evidence drawn from the references noted previously and the safety culture literature.

Table 1: Criteria for assessing the audit results

Criteria	Point	Standard	Essential	Desirable
Management systems address mental wellbeing	1.1	The organisation has a written mental health policy	✓	
	1.2	Psychosocial harm is covered in the site hazard or risk register	✓	
	1.5	The policy covers mental health risk factors including fatigue		✓
	1.6	The policy covers mental health risk factors including fitness for work (physical and mental)		✓
	1.7	The policy covers mental health risk factors including alcohol and other drugs		✓
	1.8	The policy covers mental health risk factors including bullying, violence and aggression		✓
	1.12	The policy and procedures cover the applicable legislation including <i>Equal Opportunity Act 1984</i> , <i>Industrial Relations Act 1979</i> , <i>Fair Work Act 2009</i> and the <i>Criminal Code</i>	✓	
	1.13	The procedures include methods for ensuring people are not treated unfairly as a result of a mental health issue or illness	✓	
Resourcing of systems relating to mental wellbeing	1.3	The policy covers mental health risk factors including inappropriate gendered behaviours		✓
	1.4	The policy covers mental health risk factors including working hours and work arrangements		✓
	1.9	The policy covers mental health risk factors including working alone		✓
	1.10	There are procedures for identifying and addressing mental health risk factors	✓	
	1.15	The procedures detail the responsibilities, resources and training available for maintaining a workplace that supports mental wellbeing	✓	
	1.17	Training provided to support the site's mental health strategy including training for supervisors and managers		✓
	1.20	Behaviours that do not support the mental wellbeing of the workforce are identified on site as being unacceptable	✓	
Consultation with workforce on mental wellbeing strategies	1.11	The policy and procedures were developed in consultation with site safety and health representatives (SHReps)	✓	
	1.21	The mental health policy, procedures and training are updated regularly, with input from SHReps	✓	

Criteria	Point	Standard	Essential	Desirable
Preventative and protective measures in place	1.14	The procedures allow for alternative working arrangements while the mental health issue or illness is being addressed	✓	
	1.16	The mental health policy is displayed on site and the associated procedures are readily accessible	✓	
	1.18	Behaviours that support the mental wellbeing of the workforce are identified and promoted on site	✓	
	1.19	There is an employee assistance programme (EAP) in place and evidence that it is used by workers	✓	

Table 2: Assessment system for determining whether the criterion were met

Assessment	Description	Legend
Met the intent of the criterion	All essential audit points met the intent of the standard	
Partially met the intent of the criterion	One or more essential audit points did not meet the intent of the standard	
Does not yet meet the intent of the criterion	None of the essential audit points met the intent of the standard	

Mining operations

Audit approach

From February to October 2016, mines inspectors completed 126 psychosocial harm audits of companies to assess diverse work arrangements, operation sizes and commodities mined.

The psychosocial harm audit comprises 21 audit points. Inspectors visited sites and worked with employer representatives to review the evidence for each audit point, and then assess how well the company met the intent of the audit point.

Categorisation of companies

Work arrangements

For the purpose of this report, work arrangements are defined as follows:

- Fly in, fly out (FIFO)

Fly-in, fly-out is a method of employing people in remote areas by flying them temporarily to the work site instead of permanently relocating employees and their families. As a result, employees reside onsite for the period of their roster.

The statement that a workplace is FIFO means that the workforce is predominantly FIFO, based on the observations of mines inspectors.

- Drive in, drive out (DIDO)

Similar to the fly-in, fly-out arrangement, DIDO means that workers drive from their place of permanent residency to their workplace on the first day of their roster, and drive to their place of permanent residency on the last day of their roster. As a result, employees reside onsite for the period of their roster.

The statement that a workplace is DIDO means that the workforce is predominantly DIDO based on the observations of mines inspectors.

- Residential

The term “residential” means that the workforce lives permanently within reasonable distance of the workplace, and commute to and from home each day.

The statement that a workplace is residential means that the workforce is predominantly residential on the observations of mines inspectors.

- Mixed FIFO and DIDO

Based on the observations of mines inspectors, the workforce is predominantly a combination of FIFO and DIDO personnel.

- Mixed FIFO and residential

Based on the observations of mines inspectors, the workforce is predominantly a combination of FIFO and residential personnel.

- Mixed DIDO and residential

Based on the observations of mines inspectors, the workforce is predominantly a combination of DIDO and residential personnel.

Operation size

Audits were conducted on mines of various sizes, categorised according to the number of workers:

- Small (25 or fewer workers)
- Medium (26 to 250 workers)
- Large (more than 250 workers)

Commodity mined

The sites are categorised into the following commodities:

- gold
- iron ore
- construction materials
- bauxite and alumina
- limestone – limesand
- heavy mineral sands
- nickel
- base metals (lead, copper, zinc)
- salt
- tin – tantalum – lithium
- dimension stone
- other (including clays, talc, silica - silica sand, chemicals, phosphate, coal and diamond).

Audits categorised according to work arrangements

About 48% of audits were conducted on companies at residential sites, with the remainder at sites where some or all of the workers commute to work.

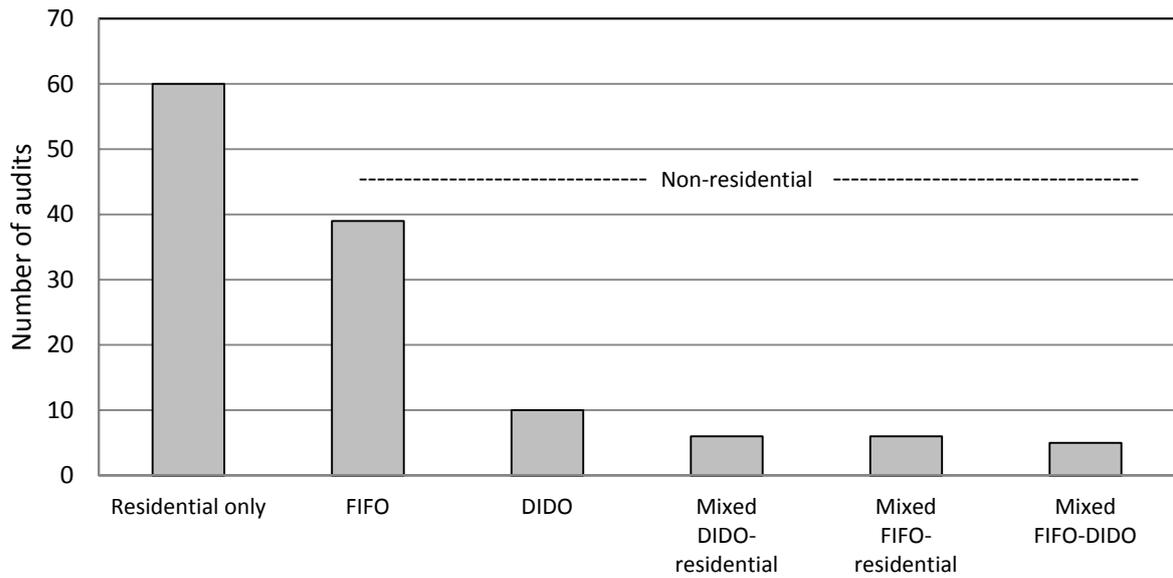


Figure 1: Graph showing number of audits for each work arrangement category

The audit results were similar for each criteria, whether for residential sites or sites where some or all of the workers commute to work. The largest difference was about 17% where the criterion intent for consultation with the workforce had not yet been met.

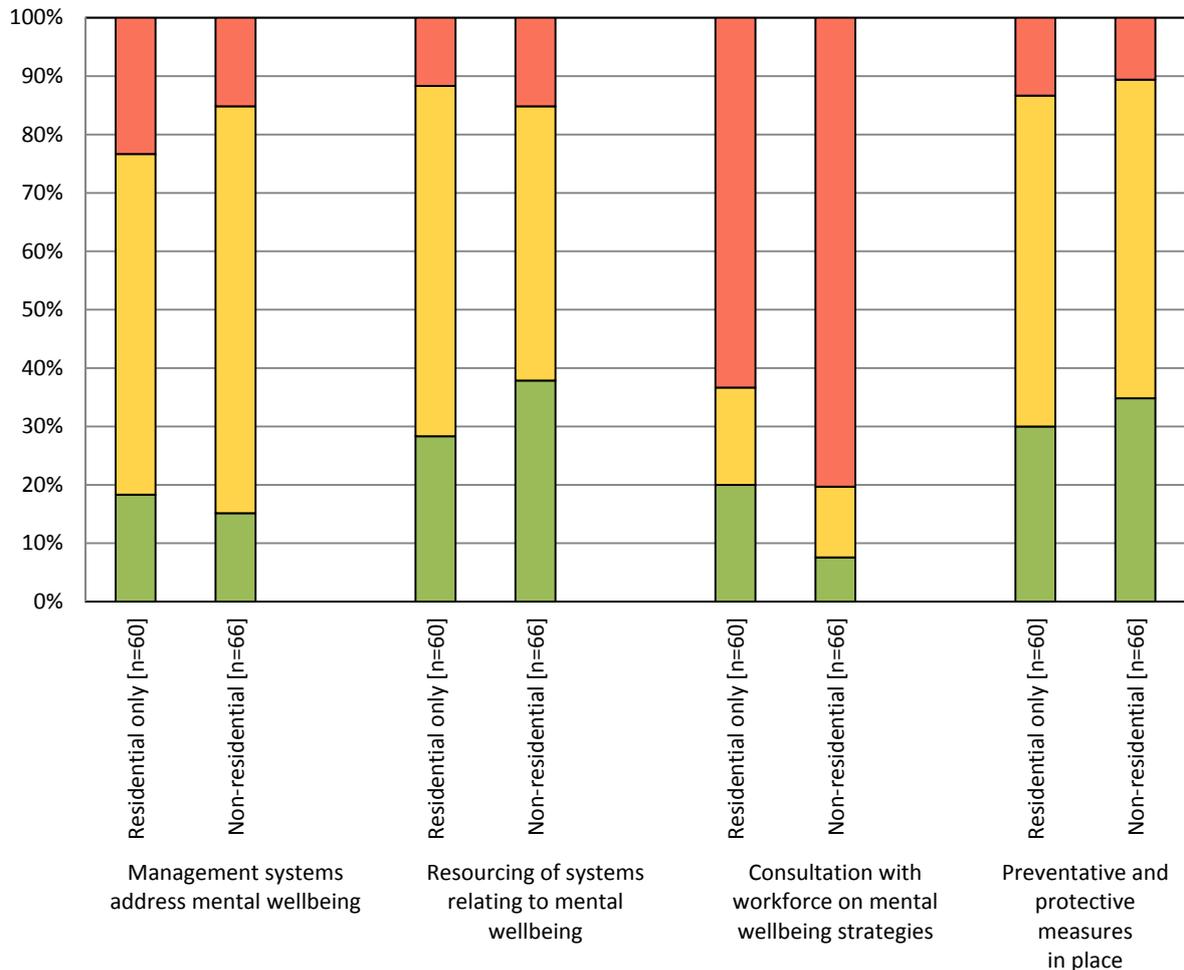


Figure 2: Graph showing audit assessments for each work arrangement category and audit criterion

Green = met intent of criterion Yellow = partially met intent of criterion Red = does not yet meet intent of criterion

Audits categorised according to operation size

About 23% of audits were conducted on small companies with 25 or fewer workers, 34% on medium-sized companies, and 43% on companies with more than 250 workers.

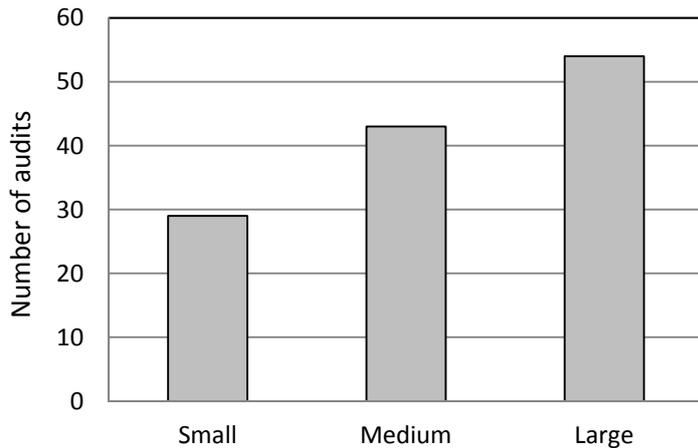


Figure 3: Graph showing number of audits for each operation size category

The audit results show that fewer small operations met the intent of the criteria for management systems and resourcing of those systems, and having preventative and protective measures in place. Regardless of size, about 70 to 80% of operations did not yet meet the criterion intent for consultation with the workforce.

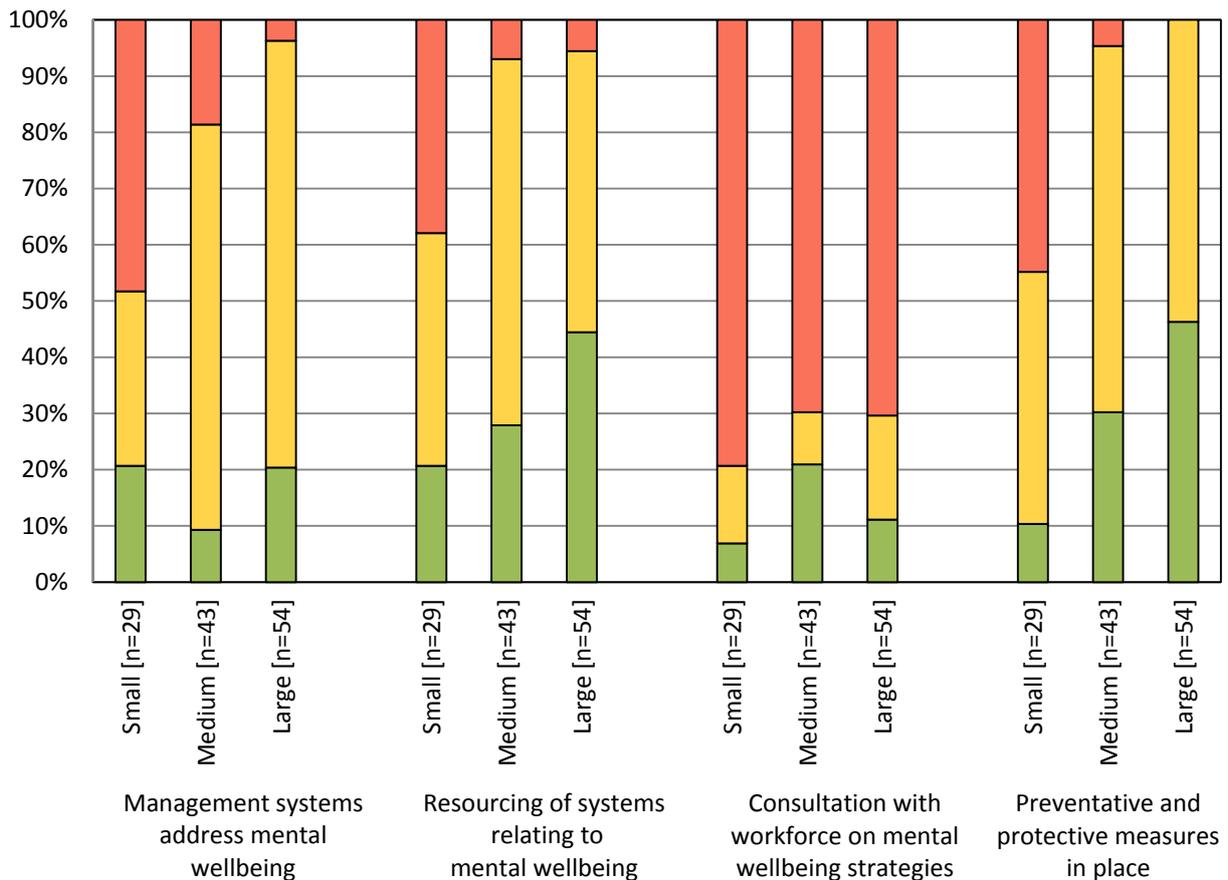


Figure 4: Graph showing audit assessments for each operation size category and audit criterion

■ = met intent of criterion
 ■ = partially met intent of criterion
 ■ = does not yet meet intent of criterion

Audits categorised according to commodity mined

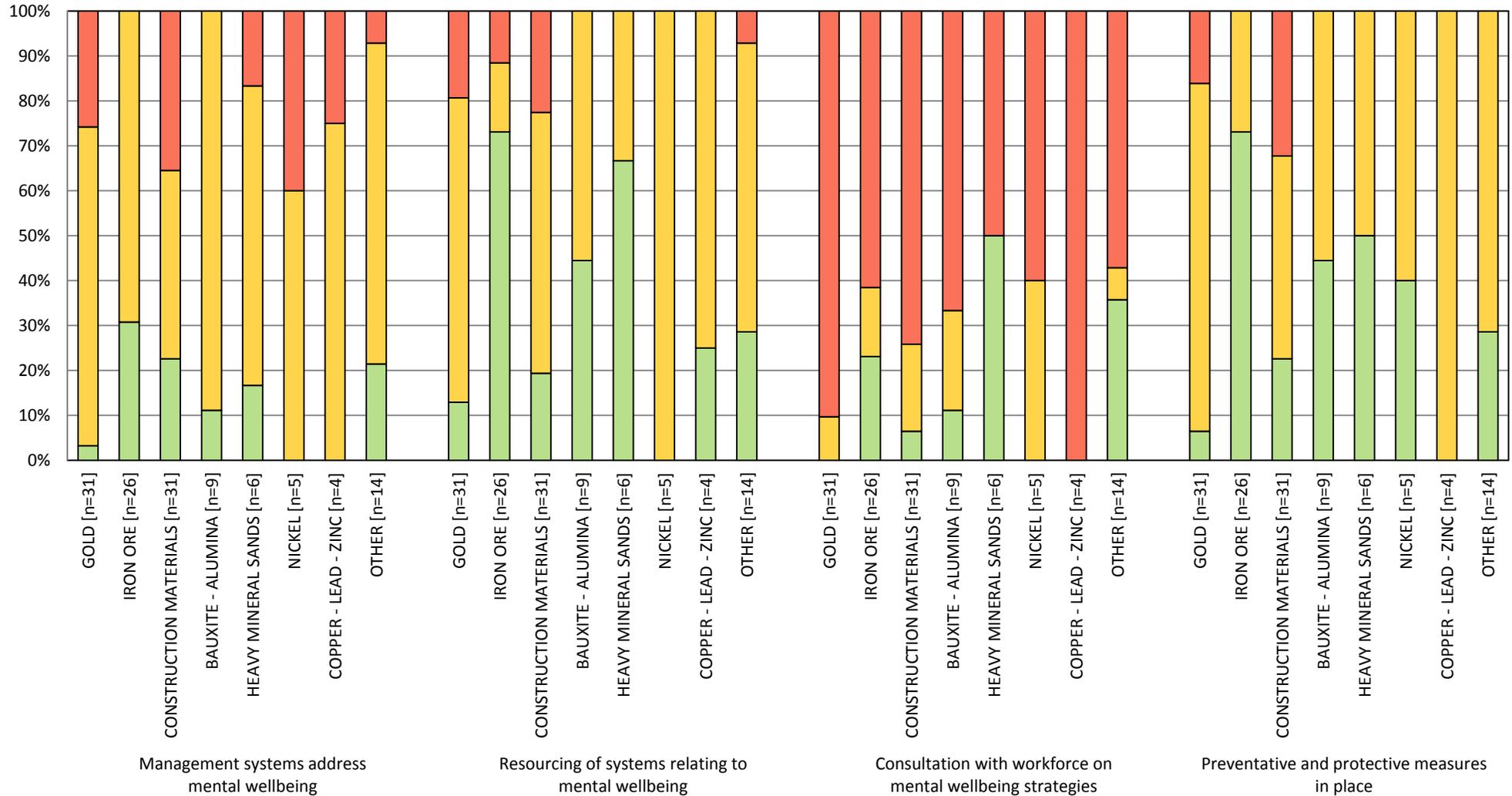


Figure 5: Graph showing audit assessments for each commodity mined and audit criterion

Green = met intent of criterion Yellow = partially met intent of criterion Red = does not yet meet intent of criterion

Overall assessment for mining operations

While there are opportunities for improvement across the four criteria, the audit identified consultation with the workforce on mental health and wellbeing strategies as an area requiring additional focus.

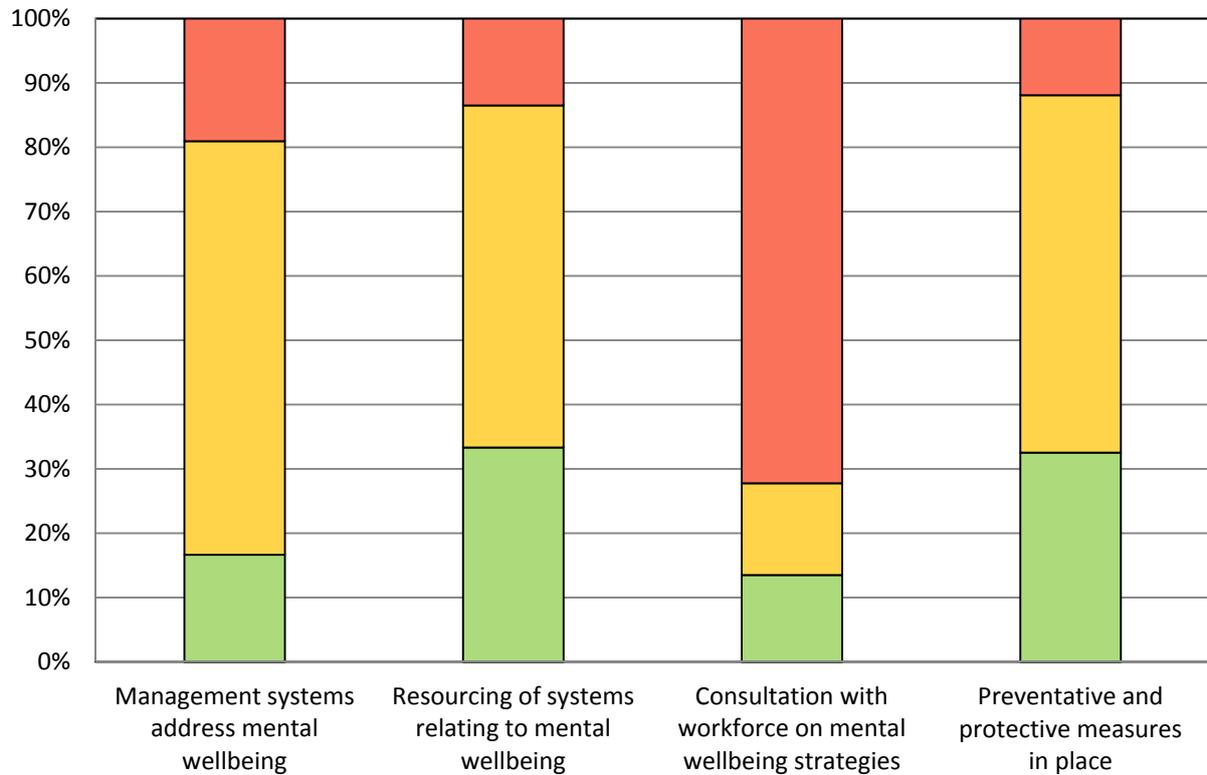


Figure 6: Graph showing overall results for mining operations (n = 126)

■ = met intent of criterion ■ = partially met intent of criterion ■ = does not yet meet intent of criterion

Petroleum and major hazard facilities

Survey approach

The audit tool was used as a questionnaire to survey nine petroleum and eight major hazard facility operators. This covered all petroleum operations within Western Australia and about 70 per cent of petroleum activities, and 40 per cent of major hazard facility operators and all major hazard facility activity types.

The survey involved:

- prior notification to the operator of the intention to conduct the survey
- a review of relevant site documents
- interviews with site personnel.

Officers visited sites and worked with employer representatives to review the evidence for each question (i.e. audit point), and then assessed how well the company met the intent.

Overall assessment for operators of petroleum and major hazard facilities

While there are opportunities for improvement across the four criteria, the audit identified consultation with the workforce on mental health and wellbeing strategies as an area requiring additional focus.

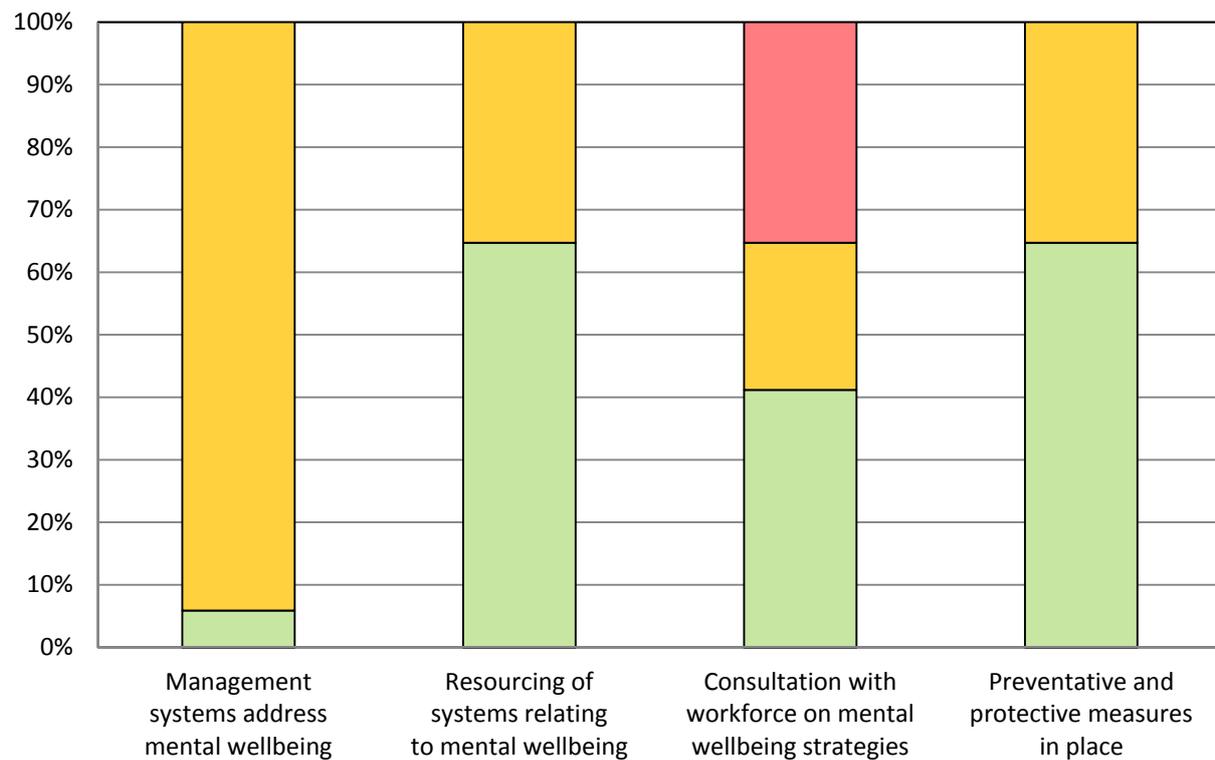


Figure 7: Graph showing overall results for petroleum and major hazard facilities (n = 17)

Green = met intent of criterion Yellow = partially met intent of criterion Red = does not yet meet intent of criterion