The Queensland Government’s policy for the management and control of asbestos containing material in government buildings is one of proactive commitment to safe and healthy work environments and practices.
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Foreword

I am pleased to introduce the Asbestos Management and Control Policy for Government Buildings (the Policy) for asbestos containing material in Queensland Government buildings.

Since the early 1990s, the Queensland Government’s strategy for the management and control of asbestos containing material in its buildings has been one of proactive commitment to safe and healthy work environments and practices. It is based on the standards set by the National Occupational Health and Safety Commission and reflected in State legislation.

Significant achievements and progress have been made in identifying and recording the presence of asbestos containing material in government buildings, removing the high-risk material and implementing appropriate strategies for the management of the material that remains.

This momentum needs to continue. However, a change of focus is necessary in line with the requirements of the revised National Occupational Health and Safety Commission Codes of Practice, and the corresponding amendments to the Queensland Workplace Health and Safety legislation.

The Policy supports the ultimate goal of the Code of Practice for the Management and Control of Asbestos in Workplaces for all workplaces to be free of asbestos containing material. The Policy recognises the Government’s responsibility as an employer, major building owner and service provider in relation to the management and control of such material. It provides a framework for ensuring it is managed consistently across departments, in a way that protects the health and well-being of workers, contractors and the community.

The Department of Public Works will continue in its role as the Queensland Government’s management authority for asbestos containing material in government buildings with responsibility for overseeing the implementation of the Policy.

Natalie MacDonald
Director-General
Department of Public Works
Introduction

What is asbestos?
Asbestos is a common term used to describe the fibrous form of a group of naturally occurring mineral silicates belonging to the serpentine and amphibole groups of rock forming minerals. The most common types of asbestos found in building materials are chrysotile (white asbestos), amosite (brown asbestos) and crocidolite (blue asbestos).

Asbestos was used widely in Australian buildings and structures between the 1940s and 1980s because of its durability, fire resistance and excellent insulating properties. Heightened public awareness of asbestos related diseases has increased public concern over the handling and ongoing management of asbestos containing material.

When is asbestos hazardous to health?
Asbestos is not always an immediate hazard and does not present a risk to health when it is stable, encapsulated and contained in a bonded form. It is only when asbestos containing material is disturbed, or damaged in a manner likely to cause the release of respirable asbestos fibres, that any potential health risk exists. When asbestos containing material is damaged or disturbed, it is possible for some fibres to become airborne. Inhalation of these fibres may cause significant health problems such as:

- **Malignant mesothelioma**—a cancer of the outer covering of the lung (the pleura) or the abdominal cavity (the peritoneum). The latency period for mesothelioma is often 15 to 30 years
- **Asbestosis**—a form of lung disease (pneumoconiosis) directly caused by inhaling asbestos fibres, causing a scarring (fibrosis) of the lung tissue decreasing the ability of the lungs to transfer oxygen to the blood. The latency period for asbestosis is generally between 15 and 25 years
- **Lung cancer**—been shown to be caused by all types of asbestos. The latency period of the disease, from the first exposure to asbestos, ranges from 20 to 30 years. Lung cancer symptoms are rarely obvious until the disease has developed to an advanced stage.

High levels of exposure to airborne fibres over a prolonged period of time increases the risk of asbestos related diseases. The use of power tools to cut, drill and sand bonded asbestos containing material or the inappropriate handling of friable material, are examples of actions likely to cause fibres to become airborne.
Asbestos Management and Control Policy

Policy Statement
The Queensland Government is committed to ensuring that asbestos containing material in government controlled buildings is managed and controlled to protect the health and well-being of workers, contractors and the community.

Policy Objective
The Queensland Government’s long term objective is for all government controlled buildings to be free of asbestos containing material. This aim will be pursued through a risk management based strategy designed to safeguard those persons who occupy, service and visit government controlled buildings from exposure to respirable asbestos fibres.

Scope
The Policy applies to all Queensland Government departments that have obligations to manage and control asbestos containing material in government controlled buildings (as defined in Attachment 1) which are workplaces. The Policy also applies to domestic premises (as defined in Attachment 1) to the extent detailed.

The Policy does not apply to Statutory Bodies and Government Owned Corporations. These are expected to implement their own asbestos management and control policies to fulfil their legislative and broader community obligations.

While the majority of asbestos containing material is likely to be found in buildings, departments should be aware that asbestos containing material may be found in other assets not covered under this Policy, such as vessels and vehicles. Appropriate management regimes should be implemented to ensure any associated risks are appropriately managed.

Principles
The Policy is underpinned by the following principles:

- The Policy is consistent with and supports the requirements of the Queensland Workplace Health and Safety legislation and National Codes of Practice in relation to the management, control and removal of asbestos containing material. It also supports other Queensland Government asset management policies including the Capital Works Management Framework and the Maintenance Management Framework.

- Departments will take all necessary steps to protect the health and safety of workers, contractors and the community from the risks associated with asbestos containing material within government controlled buildings.

- The Department of Public Works is the Queensland Government’s management authority for asbestos containing material in government controlled buildings (endorsed by Executive Government in 1993) and is responsible for overseeing the implementation of the Policy.

- A risk management based approach will be adopted for the management and control of asbestos containing material.

- Departments will be responsible for ensuring the removal of asbestos containing material is considered in conjunction with building renovation, refurbishment, demolition and maintenance programs.

- Buildings with asbestos containing material should not be purchased or leased for occupancy unless all alternatives have been considered and an asbestos management plan has been developed to address the assessed risk.
• For government controlled buildings, departments will ensure required surveys are undertaken; site-specific asbestos management plans are maintained; and required information is provided to the registers of asbestos containing material.

• Registers will be maintained to record the presence, or presumed presence, of asbestos containing material within all government controlled buildings.

• The Department of Public Works will report on departments’ management of asbestos containing material within their government controlled buildings.

• Departments will consult with workers and their representatives, contractors and the community in relation to the management and control of asbestos containing material in all government controlled buildings.

Policy Implementation
The Strategy incorporated in this document has been developed to provide direction for giving effect to the Policy and achieving its objective.
Asbestos Management and Control Strategy

Why is there a need for a Strategy?
In April 2005, the then National Occupational Health and Safety Commission (NOHSC) approved the release of a revised Code of Practice for the Management and Control of Asbestos in Workplaces. This Code and a revised NOHSC Code of Practice for the Safe Removal of Asbestos were endorsed by the Workplace Relations Ministerial Council in August 2005.

The revised NOHSC Code has the ultimate goal of removing all asbestos containing material from workplaces, while at the same time providing guidance on managing asbestos containing material to prevent it from becoming a serious health risk.

In response to the declaration of the National Codes of Practice and their endorsement by the Workplace Relations Ministerial Council, the Queensland Workplace Health and Safety Act and Regulation were amended to give effect to the changes introduced.

The initial Asbestos Strategic Management Program, approved by Executive Government in 1993, focussed on buildings maintained by the Department of Public Works and hospitals. It included the program of asbestos audits, preparation of Building Management Plans (now referred to as Asbestos Management Plans) and the removal of all known friable asbestos containing material from buildings maintained by the Department of Public Works.

The Strategy now needs to focus on the removal of any remaining friable asbestos containing material from non-Department of Public Works maintained buildings and the management and control of the lower risk asbestos containing material including, where necessary, removal of this material under a risk management based approach.

This Strategy will assist in ensuring that the Queensland Government, as a responsible employer, major building owner and service provider, continues to honour its responsibilities and obligations to its workers, contractors and the community, consistent with the relevant legislation, codes and guidelines (refer Attachment 2).

What is the objective of the Strategy?
The objective of the Strategy is to provide a framework for directing departments on the management and control and safe removal of asbestos containing material. This will assist in ensuring a consistent approach across departments and that initiatives and available funding are directed towards the achievement of the Policy objective.

Which assets are covered under the Strategy?
This Strategy applies to government controlled buildings that are workplaces or domestic premises, as defined in Attachment 1. Domestic premises include residences used exclusively for government employee housing, as well as those residences owned by the Department of Communities and other departments that provide housing for members of the community. Buildings which serve the dual purpose of workplace and residence (e.g. a combined police station/residence), are regarded as workplaces for the purposes of the Strategy, not domestic premises.
What is the Asbestos Management and Control Strategy?

The Strategy is based on a risk management approach and involves:

1. identification and recording of asbestos containing material
2. assessment of the risks posed by the asbestos containing material identified
3. management of in situ asbestos containing material based on its assessed level of risk
4. removal of asbestos containing material based on its assessed level of risk
5. development and maintenance of effective consultation frameworks and awareness training programs.

What actions are required to implement the Strategy?

Buildings that are workplaces

In relation to buildings that are workplaces, the Strategy will be implemented through the introduction or continuation of the following actions:

Identification and recording of asbestos containing material

- Development of registers of asbestos containing material in Government workplaces and government employee housing with online internet access to ensure ready access to reliable and current data. Note that a separate register will be maintained by the Department of Communities for domestic premises under its control.
- Undertaking surveys and recording the results in the registers of asbestos containing material.

Assessment of the risk posed by the asbestos containing material identified

- Undertaking surveys of in situ asbestos containing material and assessing the risk associated with that material.
- Ensuring that records relating to the removal and disposal of asbestos containing material are maintained according to the provisions of the Public Records Act 2002, and the requirements of the NOHSC National Codes of Practice for the Management and Control of Asbestos in Workplaces and the Safe Removal of Asbestos.

Management of in situ asbestos containing material based on its assessed level of risk

- Development and maintenance of Asbestos Management Plans.
- Development of protocols and guidelines for the management of in situ asbestos containing material including the effective use of Asbestos Management Plans, work area access permits, signage and labelling.
- Maintenance of the registers of asbestos containing material to record all changes in the status of confirmed or presumed asbestos containing material and works undertaken in areas where asbestos containing material has been confirmed, or is presumed, to exist.
- Development and implementation of education and training programs on asbestos management and control.
- Continued support for research into asbestos issues and promulgation of that research across departments e.g. research that assists in assessing and monitoring the health and environmental risks of asbestos containing material is particularly relevant.
Removal of asbestos containing material based on its assessed level of risk

- Removal of any identified high risk and/or friable asbestos containing material in a poor condition as an immediate priority.

- Development and implementation of programs, where necessary, for the removal of asbestos containing material where a risk assessment indicates the need for removal.

- Removal of asbestos containing material, wherever feasible, during renovation, refurbishment, demolition and maintenance works instead of enclosure, encapsulation or sealing.

Development and maintenance of effective consultation framework and awareness training programs

- Development of a framework for full and open consultation with workers, their representatives and the community on matters related to asbestos containing material.

- Development and implementation of measures to ensure that workers, contractors and the community are aware of the risks associated with asbestos containing material and their responsibilities as part of those measures.

**Domestic premises**

In extending the provisions of the Policy and Strategy to domestic premises, it is acknowledged that almost all asbestos containing material in those premises will be in the form of bonded, painted asbestos cement sheeting such as wall and ceiling linings. These pose a negligible risk to health if maintained in a good condition and not disturbed e.g. drilled, cut or sanded in a manner that is likely to cause the release of respirable asbestos fibres.

In relation to buildings that are domestic premises, the Strategy will be implemented through the following measures:

**Identification and recording of asbestos containing material**

- Identification of domestic premises in which the presence of asbestos containing material has been confirmed or is presumed.

- Recording of domestic premises so identified in a register of asbestos containing material. Note that the Department of Communities will maintain a separate register for the recording of domestic premises it controls.

- Ensuring that records relating to the removal and disposal of asbestos containing material are maintained according to the provisions of the **Public Records Act 2002**, and the requirements of the NOHSC National Codes of Practice for the **Management and Control of Asbestos in Workplaces** and the **Safe Removal of Asbestos**.

**Management of in situ asbestos containing material based on its assessed level of risk**

- Provision of guidance material to occupants of premises presumed or confirmed as containing in situ asbestos containing material on precautions to be taken if the material is disturbed.

- Provision of notices within each residence to inform contractors of the confirmed or presumed presence of in situ asbestos containing material (e.g. signage in the electrical meter box and on the back of the pantry door or on the back of the door under the kitchen sink).
Removal of asbestos containing material based on its assessed level of risk

- The removal of any identified high risk and/or friable asbestos containing material in a poor condition as an immediate priority.

- Development and implementation of programs, where necessary, for the removal of asbestos containing material where a risk assessment indicates the need for removal.

- Removal of asbestos containing material, wherever feasible, during renovation, refurbishment, demolition and maintenance works instead of enclosure, encapsulation or sealing.

Who has responsibilities under the Strategy?

**Government**

The Queensland Government, in general terms, has a responsibility to protect the health and well-being of its workers, contractors and the community occupying, servicing and visiting government controlled buildings. As part of this responsibility, it will provide leadership and support for the implementation of the Strategy.

**Department of Public Works**

The Department of Public Works, in its role as management authority, will oversee and support the implementation of the Policy and the Strategy. It will exercise these responsibilities by:

- promoting the Policy across departments
- conducting periodic reviews of the Policy and the Strategy developed for its implementation
- developing operational guidelines for the management and control of asbestos containing material
- developing and implementing a framework for effective consultation and communication on the Policy and Strategy
- undertaking regular surveys of asbestos containing material upon request from departments
- managing the development and delivery of specific programs for the removal of asbestos containing material, where required
- developing and maintaining registers of asbestos containing material for buildings and domestic premises (other than domestic premises controlled by the Department of Communities), including the development of protocols to ensure the veracity and whole-of-Government coverage of the records
- providing assistance to all departments in terms of information, technical advice and removal expertise
- satisfying departments’ needs for education and awareness training programs
- providing support for relevant research programs
- reporting on departments’ management of asbestos containing material within their government controlled buildings.
Government Departments

Departments have a responsibility to provide and maintain safe and healthy work environments and related work practices.

In relation to asbestos containing material, departments will, with respect to the government controlled buildings for which they are responsible, exercise this responsibility by:

- implementing consistent policies and procedures for the management and control of asbestos containing material
- establishing and maintaining Asbestos Management Plans for their facilities
- identifying all asbestos containing material by location, type, condition and risk in workplaces
- arranging regular surveys and risk assessments of asbestos containing material
- arranging for the planned removal of asbestos containing material including removals to be undertaken in conjunction with building renovation, refurbishment, demolition and maintenance programs, wherever feasible
- controlling all work associated with asbestos containing material within buildings through a work area access permit process or other appropriate mechanism
- ensuring all required signage and labelling is installed and maintained
- providing complete and timely information to the Department of Public Works to maintain the accuracy of the register of asbestos containing material
- maintaining records and, in particular, all information that may be required for all potential future compensation claims
- ensuring any non building-related equipment, confirmed or presumed as having asbestos containing material is not introduced, utilised or retained. A strategy for management, disposal or replacement should be in place to cover existing asbestos containing material in equipment where immediate disposal is impractical (i.e. for essential equipment where there is no asbestos free alternative)
- establishing consultative arrangements with workers and their representatives
- ensuring the delivery of appropriate education and awareness programs
- ensuring that their contractors comply with legislative requirements and follow the requirements of Asbestos Management Plans
- providing relevant information to the Department of Public Works for reporting purposes.

In the case of buildings to be purchased or leased, departments are to ensure that buildings with asbestos containing material are not purchased or leased for occupancy unless all alternatives have been considered and an Asbestos Management Plan has been developed to manage the assessed risk.
Workers
Workers have a Statutory Obligation under the Workplace Health and Safety Act 1995 to:

- comply with workplace health and safety instructions
- use personal protective equipment if it is provided and if proper instructions are given for its use
- not wilfully or recklessly interfere with or misuse anything provided for workplace health and safety
- not wilfully place at risk the workplace health and safety of any person or to wilfully injure themselves.

Contractors
Contractors have a responsibility to ensure any work that will disturb asbestos containing material (e.g. removal, maintenance work or the installation/alteration of services) is undertaken in accordance with all relevant Codes of Practice, legislative requirements and issued instructions.

In particular, the engagement of contractors will require the contractor to:

- ascertain whether asbestos containing material is present or is presumed to be present in the work area
- obtain a work area access permit before commencing any work in an area where asbestos containing material is present or presumed to be present and may be disturbed during the course of the work
- ensure the work performed is accurately described on the work area access permit
- employ prescribed work methods and ensure that workers have received instruction and training on working safely with asbestos containing material.

How is the Strategy managed?

Senior Officers’ Steering Committee
The implementation of the Strategy requires interdepartmental strategic oversight to ensure the best outcomes for Government and individual departments. This will be provided through the established Senior Officers’ Steering Committee whose role will incorporate the following activities:

- review and advise on the effectiveness and objective of the Policy and Strategy and their responsiveness to government and community expectations
- review the formulation of funding submissions for whole-of-Government programs and, as required, review and advise on specific departmental programs
- consider and advise on the rate of progress with approved whole-of-Government programs and any significant issues/incidents arising.

The Committee includes representation from the following departments:

- Department of Public Works (Chair)
- Department of the Premier and Cabinet
- Queensland Treasury
- Department of Justice and Attorney-General
- Major building asset holding departments.

Management Authority
The Department of Public Works is the appointed management authority for the Policy and Strategy.
How is the Strategy funded?

Management and Control
The Department of Public Works will secure funding for on-going maintenance of a register of asbestos containing material (except public housing which is maintained by the Department of Communities).

Management and control of asbestos containing material in accordance with the Policy is the responsibility of departments that control buildings with asbestos containing material.

Removal
The removal of asbestos containing material in accordance with the Policy is the responsibility of departments that control buildings with asbestos containing material.

Funding for the removal of asbestos containing material undertaken in conjunction with refurbishment, renovation and planned maintenance projects will need to be secured by the controlling department as part of the funding for the total project.
# Attachment 1

## Definitions for the purpose of the Policy

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<th>Term</th>
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<tr>
<td>asbestos containing material (ACM)</td>
<td>means any material, object, product or debris that contains asbestos.¹</td>
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<td>asbestos register</td>
<td>means the register maintained by the Department of Public Works (or the Department of Communities in relation to domestic premises which it controls) used to record the presence, or presumed presence, of asbestos containing material and changes made thereto.</td>
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<td>bonded asbestos containing material</td>
<td>means asbestos containing material containing a bonding compound reinforced with asbestos fibres.¹</td>
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<tr>
<td>building</td>
<td>means any roofed structure, the site on which the building is located, fixed plant and equipment items that are associated with buildings (e.g. air conditioning systems and generators), site infrastructure (e.g. fencing, water supply and drainage) and special purpose facilities (e.g. swimming pools).</td>
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<tr>
<td>community</td>
<td>means those members of the public that visit or use government buildings.</td>
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<tr>
<td>contractor</td>
<td>means any person who carries out maintenance, new construction, renovation/refurbishment or demolition activities in relation to a building.</td>
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<tr>
<td>department</td>
<td>means a department of government as defined under Section 8 of the Financial Accountability Act 2009.</td>
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<td>domestic premises</td>
<td>means buildings that are provided as residential accommodation by the State, used solely for residential purposes. Domestic premises include residences used exclusively for government employee housing as well as those residences owned by the Department of Communities and other departments that provide housing for members of the community. Buildings which serve the dual purpose of workplace and residence (e.g. a combined police station/residence), are regarded as workplaces for the purposes of the Policy and are not domestic premises.</td>
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<tr>
<td>friable asbestos containing material</td>
<td>means asbestos containing material that, when dry, is or may become crumbled, pulverised or reduced to powder by hand pressure.¹</td>
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government controlled buildings means:
(a) buildings that are owned by the State which are workplaces in respect of which the State has a legal obligation to manage and control asbestos containing material; and
(b) buildings that are leased to or from the State which are workplaces where the State has a legal obligation to manage and control asbestos containing material; and
(c) any other building which is a workplace in respect of which the State has a legal obligation to manage and control asbestos containing material; and
(d) includes buildings in respect of which the State is the ‘owner’ of the building under the Workplace Health and Safety Act 1995; and
(e) includes domestic premises as defined in this Policy.

Government Owned Corporation means a government entity as defined in s.5 of the Government Owned Corporations Act 1993.

hazard means any matter, thing, process or practice that may cause death, injury, illness or disease.

in situ means fixed or installed in its original position.

management and control means the identification, ongoing inspection, maintenance of records, management in situ and progressive removal of asbestos containing material.


non building-related equipment typically such items are, or form part of, business equipment as distinct from engineering services plant and equipment (e.g. ovens, fire blankets, portable hot plates).

residence includes detached houses, units, apartments and any other building provided as a dwelling.

respirable asbestos fibre means a fibre of asbestos small enough to penetrate into the gas exchange regions of the lungs. Respirable asbestos fibres are technically defined as fibres that are less than 3 μm wide, more than 5 μm in length and have a length to width ratio of more than 3 to 1.

risk means the likelihood of a hazard causing harm to a person.
statutory body means an entity as defined under s.9 of the Financial Accountability Act 2009.

work means any activity, physical or mental, carried out in the course of a business, industry, commerce, an occupation or profession.²

work area access permit means the written authorisation issued by the person with control of the premises, granting access to a designated area which is known to contain, or is presumed to contain, asbestos containing material for the purpose of carrying out work.

worker means an employee within a department.

workplace means any place where a person works.²

Note: For the purpose of this Policy, place means any government controlled building which is used for work related activities. It excludes domestic premises.

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¹ Queensland Workplace Health and Safety Act and Regulation

² Code of Practice for the Management and Control of Asbestos in Workplaces [NOHSC: 2018(2005)]

³ The definition of “owner” in the Workplace Health and Safety Act 1995, Schedule 3, is as follows:

owner means a person who holds legal title to a thing, structure or place, or part of a structure or place, and includes—

(a) a person who has control of a thing, structure or place; and
(b) a person who manages a structure or place, or part of a structure or place, as agent for—
   (i) a person who holds legal title to the structure or place; or
   (ii) a person mentioned in paragraph (a); and
(c) a person from whom a thing, structure or place, or part of a structure or place, was seized, unless the chief executive is aware of its actual owner; and
(d) a mortgagee in possession; and
(e) a lessee; and
(f) a licensee; and
(g) a trustee; and
(h) a company administrator, receiver, receiver and manager or liquidator.
Attachment 2

Relevant Legislation, Codes and Guidelines

- *(Queensland)* Environmental Protection Act 1994
- *(Queensland)* Environmental Protection Regulation 2008
- *(Queensland)* Financial Accountability Act 2009
- *(Queensland)* Government Owned Corporations Act 1993
- *(Queensland)* Public Records Act 2002
- *(Queensland)* Work Health and Safety Act 2011
- *(Queensland)* Workplace Health and Safety Regulation 2008
- *Code of Practice for the Management and Control of Asbestos in Workplaces* [NOHSC: 2018 (2005)]
- *(Queensland Government)* Capital Works Management Framework
- *(Queensland Government)* Maintenance Management Framework