



Australian Government

Department of Infrastructure, Transport,  
Regional Development, Communications and the Arts

## PUBLIC SUBMISSION

# Public Works Committee Submission: Command Centre and Canine Facility at Western Sydney International (Nancy-Bird Walton) Airport

Department of Infrastructure, Transport, Regional Development,  
Communications and the Arts, 2024



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**Public Works Committee Submission – Canine Facility and  
Command Centre at**

**Western Sydney International (Nancy-Bird Walton) Airport**

**Executive Summary**

1. Western Sydney International Airport, located at Badgerys Creek, NSW, is currently under construction by the Australian Government through WSA Co Limited, the Government Business Enterprise established to design, construct and operate the airport.
2. The airport will service domestic and international passengers and air cargo, on a curfew free 24-hour operation. WSA has been directed, by the Australian Government to design and construct appropriate facilities required by essential Commonwealth agencies to deliver legislatively obligated services, protecting Australia's international border by allowing the legal, safe and secure movement of goods and people.
3. Two facilities have been identified: a dedicated Canine Facility to accommodate and train detector dogs and handlers; and an administration building, known as the Command Centre for the purposes of this document, to accommodate operational and support staff to undertake mandated border services for the Australian Border Force, Department of Agriculture, Fisheries and Forestry, and the Australian Federal Police, collectively known as the Border Agencies for the purposes of this document. This building will also house WSA's administrative headquarters as well as providing areas for third party tenancies in line with the building's location situated in the airport Terminal Plaza.
4. The Department of Infrastructure, Transport, Regional Development, Communications and the Arts, as a representative of the Commonwealth charged with the oversight of the WSI project, is bringing forward this submission to the Public Works Committee on behalf of the Border Agencies listed above.
5. In early 2024, WSA under took a procurement process for a designer to further develop the initial design of approximately 10% to 90%. This submission provides information correct as at 30% design. The information available indicates that the buildings can be constructed within the planned budget. Cost information is provided below:

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Cost item	Canine Facility	Command Centre
ECI Not to Exceed cost	\$46.35m	\$218.67m
Estimated 40-year replacement cost	\$73.67m	\$396.44m
Estimated 40-year maintenance cost	\$41.98m	\$66.24m
Fit-out works	\$1,000 per m <sup>2</sup>	\$1,600 per m <sup>2</sup>
Occupational density for office areas	See note 4	1:12

Notes:

1. Under WSA's Early Contractor Involvement (ECI) procurement approach, a Not to Exceed (NTE) figure has been established for each building.
  2. WSA will be responsible for the whole of life operating and maintenance costs related to each building. Costs will be covered through revenues generated from commercial lease arrangements with tenants, including the Commonwealth agencies. Lease arrangements are yet to be determined.
  3. Fit-out works will include internal walls, doors and finishes, but not include specialist equipment or technology required by the Commonwealth agencies.
6. In order for WSA to commence passenger and cargo operations by late 2026, critical Commonwealth agencies must be operating to deliver legislatively obligated services, protecting Australia's international border by allowing the legal, safe and secure movement of goods and people. As there are no existing facilities in the Western Sydney area, failure to provide appropriate facilities at the airport for these agencies will result in restrictions being placed upon WSA as an airport operator and lessee of a Federal Airport under the *Airports Act 1996*.

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## Background

7. The Australian Government is currently developing the Western Sydney International (Nancy-Bird Walton) Airport (WSI) at Badgerys Creek, NSW, through a Government Business Enterprise (GBE), WSA Co Limited (WSA).
8. The airport will service domestic and international passengers and air cargo, on a curfew free 24-hour operation, helping to meet Sydney's growing aviation demand.
9. WSI is currently under construction and will provide initial operating capacity up to 10 million annual passengers, growing to an ultimate expected capacity of 82 million passengers per year. The airport will also support more than 200,000 tonnes of international freight per annum by 2036.
10. In 2023, the Australian Government, through representative Shareholder Ministers<sup>1</sup>, directed WSA to undertake the design and construction of necessary facilities required for Commonwealth agencies undertaking legislatively obligated activities on and around the airport site.
11. This document describes these facilities required at WSI.

## Introduction

12. The purpose of this public submission is to provide information to the public, and the Parliamentary Standing Committee on Public Works (the Committee), to comment on and inquire into the proposed construction of two standalone buildings—a Command Centre and Canine Facility—at the Western Sydney International (Nancy-Bird Walton) Airport (WSI), Badgerys Creek, NSW.
13. This project will enable the provision of high-quality border services to mitigate threats and facilitate the safe and secure movement of people and goods across the international border at WSI.
14. The major occupants of these standalone buildings will be Australian Border Force (ABF), the Department of Agriculture, Fisheries and Forestry (DAFF), the Australian Federal Police (AFP) and WSA.
15. The above Border Agencies (ABF, DAFF and AFP) require several dedicated facilities to fulfil their legislated responsibilities including biosecurity protection measures under the *Biosecurity Act 2015*, policing under the *Australian Federal Police Act 1979*, and preventing unlawful interference with aviation as prescribed by the *Aviation Transport Security Act 2004*.

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<sup>1</sup> The Hon Catherine King MP, Minister for Infrastructure, Transport, Regional Development and Local Government, and Senator the Hon Katy Gallagher, Minister for Finance.



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16. Each Border Agency working within these facilities has their own unique functions:
- **Australian Border Force (ABF)** – Australia’s frontline agency for border law enforcement and customs, to protect Australia’s border, and enable legitimate travel and trade;
  - **Department of Agriculture, Fisheries and Forestry (DAFF)** – maintains and strengthens Australia’s biosecurity network by balancing the need to protect Australia from a wide range of ongoing and evolving biosecurity threats and the need to facilitate legitimate travel and trade; and
  - **The Australian Federal Police (AFP)** – responsible for enforcing the Commonwealth’s criminal law; combating complex, transnational, serious, and organised crime; and protecting both Australia’s national interest, and the interests of the Commonwealth, from criminal activity in Australia and overseas.
17. WSA, the Government Business Enterprise responsible for the design, construction and future operation of WSI, will also use the Command Centre but not the Canine Facility.

## Purpose of Works

18. The Command Centre and Canine Facility will support the effective delivery of Border Agency functions including the provision of appropriate accommodation of operational and support staff to undertake legislated border services and provide accommodation, training and support facilities for detector dogs and handlers.

## Need for Works

### Threat Detection and Response

19. When opened in late 2026, WSI will provide an important curfew-free international freight and passenger hub for the Greater Western Sydney area, boosting the overall aviation capacity for the Sydney basin.
20. The expected volumes of passengers and cargo will create a substantial new enforcement task for the Border Agencies legislated with the responsibility of managing Australia’s aviation security, biosecurity and international border. Consequently, these agencies will require a presence at WSI, from the commencement of operations, to ensure the detection and timely response to the attempted importation of prohibited and restricted goods, to the detection of exotic pests or diseases, and to certify export product meets Australia’s export market obligations.
21. The Command Centre and Canine Facility buildings will provide the capability and facilities to enable the performance of critical functions supporting the screening of passengers, goods and cargo across Australia’s international border.



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### Greenfield Airport

22. The Commonwealth has committed to establish fit-for-purpose facilities for the Border Agencies to perform their necessary functions as there are no existing facilities with available capacity in the vicinity of the greenfield airport that can support the Border Agencies' requirements. The nearest potentially suitable buildings for housing of some of the required functions would be in Penrith or the yet to be constructed Business Park (Stage One) development. However, these locations do not meet the operational requirements for proximity of workforce to the passenger Terminal and Cargo area, and corresponding specialist equipment enabling the completion of legislatively required functions. In particular, these locations would raise the exposure of personnel to increased WHS safety risks for safety and security response activities.

### Cross-Agency Cooperation

23. The Command Centre will provide a long-term base for Border Agencies and offers the opportunity for expansion as the airport continues to grow. The co-location of Border Agencies and the proximity of the Command Centre to the WSI passenger terminal delivers efficiencies and enables enhanced cross-agency cooperation.

### New Port of Entry

24. Investment in the accommodation of detector dogs is integral to the establishment of WSI as a new port of entry into Australia. The detector dog facility that services Sydney (Kingsford Smith) Airport (KSA) is unable to be expanded. The construction of the Canine Facility at WSI will allow Border Agencies to effectively deliver necessary detector dog operations without reducing capability at KSA while also ensuring the wellbeing of dogs and handlers by negating significant travel times between WSI and KSA over a 24-hour shift period.

## Options Considered

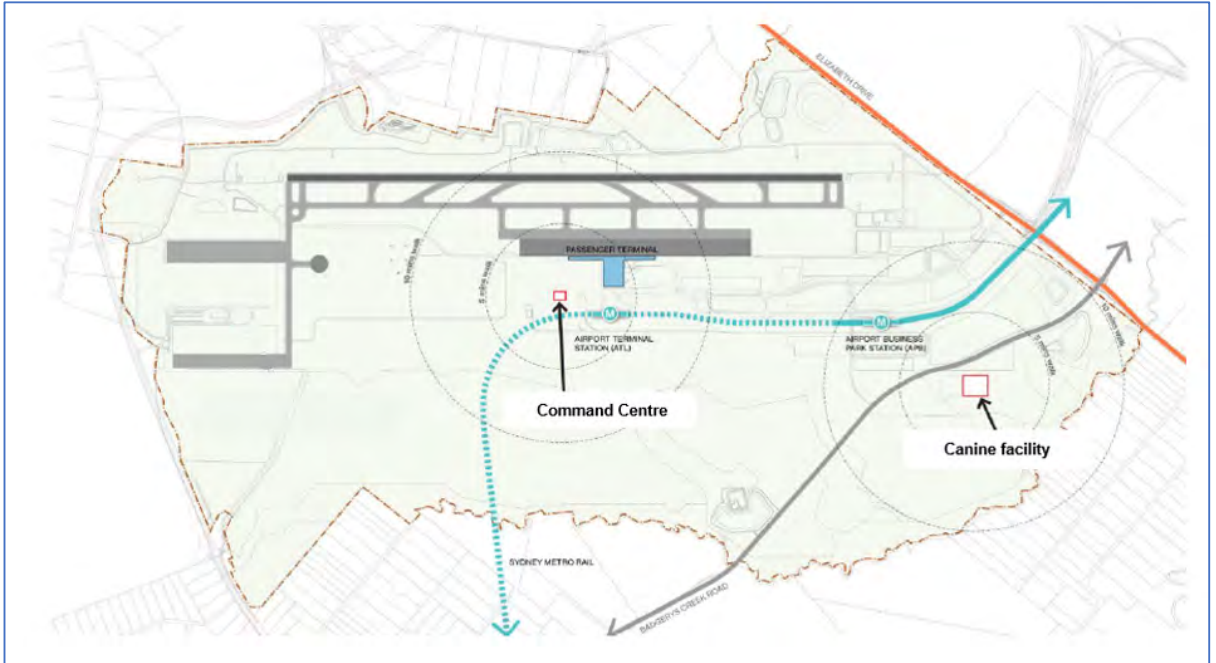
### Design Development Process

25. A preliminary design was completed in April 2023. The purpose of the design was to define the scope and requirements for Border Agency facilities at WSI. A series of workshops were held with DITRDCA, WSA, Border Agency representatives and key stakeholders as nominated by the respective agencies. These workshops provided the basis for the size, scope and location of the Command Centre and Canine Facility.
26. The Canine Facility has been designed based on existing canine facilities modified to meet the more contemporary requirements of animal wellbeing and needs of the co-located Border Agencies. A number of layouts were considered within the design

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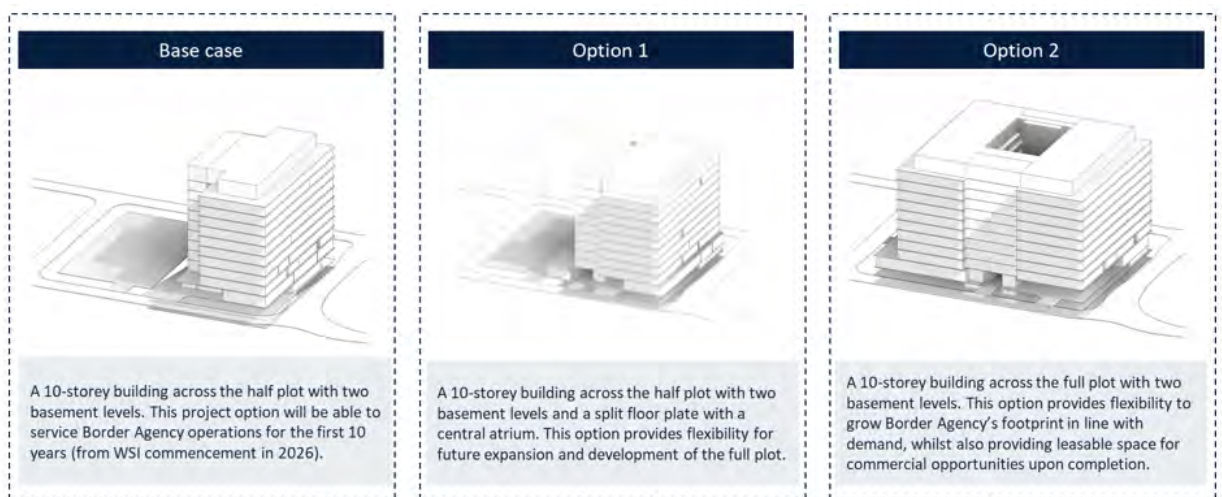
based on the amenities required within the facility and the size and shape of the available site.

- 27. **Building locations.** The building locations were decided in consultation between WSA and the Border Agencies as part of the overall airport planning process (see Figure 1).
- 28. Each building required separate locations on the site due to the type and nature of operational requirements.



**Figure 1:** Location of Command Centre and Canine Facility

- 29. Three preliminary design options were assessed for the Command Centre as shown in Figure 2. A description of the options considered, including supporting rationale, are provided below.



**Figure 2:** Command Centre design options

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### Command Centre - Base Case

30. **Base Case: Canine Facility + 50% Use of Command Centre Site without Expansion Capacity.** This option involved construction of the Canine Facility and a ten-storey Command Centre covering half the available site, with no expansion capacity. While this option would provide modest capital savings, it would create difficulties if the Border Agencies needed to expand their operational footprint in response to future airport expansion<sup>2</sup>. This option would also limit WSA's ability to maximise the capital value of the adjacent vacant site through further development, reducing future commercial revenue streams. As a result, this option was rejected.

### Command Centre - Option 1

31. **Option 1: Canine Facility + 50% Use of Command Centre Site with Expansion Capacity.** This option involved construction of the Canine Facility and a ten-storey Command Centre covering half the available site, with in-built expansion capacity. This option was determined to provide the best balance between achieving cost-effectiveness and meeting the Border Agencies' requirements, offering potential future expansion options plus enhanced opportunities to generate future commercial returns for WSA.

### Command Centre - Option 2

32. **Option 2: Canine Facility + 100% Command Centre.** This option involved construction of the Canine Facility and a ten-storey Command Centre covering the entire available site. While this option would create commercial leasing and revenue opportunities, an uncertain demand for commercial office space on the airport site together with a higher upfront capital investment made this option not viable at this time.

### Command Centre - Counter Argument Option

33. **Do Nothing.** The option of not constructing the Command Centre and Canine Facility was considered as a counter argument, however, this option would result in a variety of negative outcomes, including additional staffing and vehicle costs due to the need to transport Border Agency officials from off the airport site, increased delays for passengers and cargo processing, reduced effectiveness of biosecurity and customs enforcement, and potentially diminished safety and security outcomes for airport users. On the basis of this analysis, it was concluded that this option provided

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<sup>2</sup> Western Sydney Airport (Nancy-Bird Walton) Airport has planned long term capacity of 82 million annual passengers, which would make it the largest airport in Australia and similar in capacity to Dallas/Fort Worth or Dubai (Source: ACI-Aero [Top 10 busiest airports in the world shift with the rise of international air travel demand | ACI World](#))

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suboptimal outcomes for airport users and the wider Australian community through not effectively delivering legislated Border Agency functions.

### Command Centre - Preferred Solution

34. The design options evaluated concluded that
35. Option 1 was the preferred solution for delivery of the Command Centre.

### Canine Facility Design Option

36. **The Canine Facility** was presented as a single design option supporting operational requirements based upon the available site area, location, number of detector dogs, handlers, security and the wellbeing of the dogs, staff and visitors to be accommodated.

## Sustainable Design Standards

37. The principles of passive design and circular economy have been integrated into the design standards with the aim to optimise resource efficiency, reduce embodied carbon and set up the two buildings to progress towards a net zero ready, waste and water facility. WSA's overall approach to design and construction values the reduction in environmental impact, improves operational efficiency and reduces future cost risk.
38. Effective from 1 July 2025, the *Net Zero Government Operations Strategy* requires that the lease of office space of 1,000m<sup>2</sup> or more of net lettable area, for a period of four or more years, to have and maintain a 5.5 star or higher base building and tenancy National Australian Built Environment System (NABERS) rating, across the whole building if applicable.<sup>3</sup>
39. The following sustainable design standards have been established for the design and construction of the Command Centre and Canine Facility:
  - A Grade A Office Building in accordance with Principle Certifying Authority (PCA) Guide to Office Building Quality<sup>4</sup>
  - Compliance with the National Construction Code, Section J Energy Efficiency provisions
  - A minimum 4-star rating under the Green Star Buildings v1 rating tool from the Green Building Council of Australia
  - A minimum 5.5-star NABERS Energy Base Building rating for all rateable spaces
  - A minimum 4.5-star NABERS Water rating.

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<sup>3</sup> [Net Zero in Government Operations Strategy \(finance.gov.au\)](#)

<sup>4</sup> 3<sup>rd</sup> Edition, 2019

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## Site Selection

40. The proposed sites for both facilities were selected on the basis of consultation with the DITRDCA, Border Agencies and WSA.

### Command Centre Site

41. The Command Centre will be located opposite the passenger terminal in the Terminal Plaza, and within walking distance of the initial and future expanded passenger terminal, the bus interchange and Metro rail station. This will provide a variety of transport options for workers, and will allow for convenient walking access to the airport terminal.
42. In the long term, locating the Command Centre within the Terminal Plaza area ensures that the key proximity principles outlined above which are satisfied for Stage 1, will also be met for future stages of development through to the ultimate capacity of four terminal buildings and two runways.
43. The proposed facility will utilise approximately half of the land available on the plot for the building with the residual surface area being used for at-grade operational vehicle parking within a secure perimeter, as well as some staff car parking. There is also close proximity of public transport options, as well as active transport facilities in the building, it is anticipated that not all staff will be dependent upon cars to travel to the site. Additional staff car parking will also be available for use elsewhere on the airport site.

### Canine Facility Site

44. The Canine Facility will be located in the south-eastern portion of the airport site, near the proposed site of the business park. This location allows for the cost-effective provision of utilities to the site, providing easy all-weather private and operational vehicle access via local roads, meeting the operational requirements of the Border Agencies and ensuring that any noise impact from the facility does not affect airport users and future developments.

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## Scope of Works – Command Centre

### Purpose

45. The Command Centre will house officers and staff from the AFP, ABF and DAFF, as well as administration and training areas, and specialist areas to support on-airport operations. The Centre will provide a base for operational vehicles to be used throughout the site.

### Site and Building Height

46. As design has progressed to 30%, the Command Centre is now planned to be a nine-storey building with two basement levels across a land area of approximately 2,422m<sup>2</sup> and overall lettable area of approximately 17,000 m<sup>2</sup>. The height of the building has been designed to comply with the critical airspace surfaces as required by *Airports (Protection of Airspace) Regulations 1996*.
47. The preferred design provides for future proofing by incorporating a split floor plate, enabling flexibility for future expansion into the remainder of the allotted site. The basement configuration also permits future expansion into a new adjacent basement.
48. An artist impression of the Command Centre façade is at **Appendix A**.
49. The building will be completed with a warm shell fit-out, providing all hydraulic, mechanical, electrical, fire and base building security systems. Specialist equipment and technology will be supplied by each tenant for their respective areas of the buildings.

### Sustainability Measures

50. In addition to the Sustainable Design Standards mentioned previously, the Command Centre will incorporate environmentally sustainable design measures that are consistent with measures adopted by WSA across the remainder of the site. Sustainability initiatives also include future-proofed infrastructure such as EV charging systems that can be fitted with stations as needed, active and passive solar design principles, smart glazing and roof top solar photo-voltaic (PV) cells.
51. Whole-of-life cost principles will be achieved by using good quality, durable and robust materials to minimise maintenance and to ensure that that replacement can be completed without impacting the continued operations of the facilities. Due to the nature of the airport's operations, this building will be operated 24 hours, seven days a week, which has been considered when designing and costing the building.
52. The fixtures, fittings and equipment are in the process of being identified and agreed with the stakeholder agencies during the Early Contractor Involvement (ECI) design phase to achieve PCA Grade A Office requirements.



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## Scope of Works – Canine Facility

### Purpose

53. Detector dogs form a key component of Australia’s border security strategy.
54. The Canine Facility will provide specialist spaces including veterinarian treatment rooms, exercise yards, a hydrotherapy pool<sup>5</sup>, all weather kennels and isolation areas for animal recovery and rehabilitation.
55. The Canine Facility will house equipment to enable training of sufficient dogs and specialist handlers to support Border Agencies at WSI and potentially other freight operations in Greater Western Sydney such as Air Cargo Terminal Operators facilities and the Clyde International Mail Centre.
56. An artist’s impression of the site usage is provided at **Appendix B**.
57. The facility will provide for a high level of collaboration between all Border Agencies and delivers efficiencies through the sharing of spaces while meeting individual agency requirements.
58. The Canine Facility will also provide offices and facilities for all administration functions.

### Site and Building Height

59. The Canine Facility is a single storey building which will occupy a 24,000 m<sup>2</sup> site. This location will allow for:
  - cost-effective provision of utilities to the site
  - easy vehicle access via local roads
  - meets the operational requirements of the Border Agencies
  - ensures that any noise impact from the facility does not affect airport users and future developments, and
  - reduces the exposure of dogs and staff to airport noise as far as practicable.
60. The single storey design does not trigger any building height restrictions for the current and long-term planning for the airport site, however this will continue to be monitored under the *Airports (Protection of Airspace) Regulations 1996*.
61. The site for this facility was selected on the basis of consultation with the DITRDCA, Border Agencies and WSA and is situated to ensure the safety and wellbeing of the resident dogs and handlers while also enabling the long-term development of the airport site.

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<sup>5</sup> The pool provides an essential exercise, training and rehabilitation facility to maintain and promote health and wellbeing, extending the working life of the dogs



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## Sustainable Design Standards

62. In addition to Sustainable Design Standards mentioned previously, the Canine Facility will incorporate environmentally sustainable design measures that are consistent with measures adopted by WSA across the remainder of the site. Sustainability initiatives include future-proofed infrastructure such as EV charging stations, active and passive solar design principles, smart glazing and roof top solar photo-voltaic (PV) cells.
63. Whole-of-life cost principles will be achieved by using good quality, durable and robust materials to minimise maintenance and to ensure that that replacement can be completed without impacting the continued operations of the facilities. Due to the nature of the airport's operations, this building will be operated 24 hours, seven days a week, which has been considered when designing and costing the building.

## Zoning and Approvals

### Environmental Approvals

64. All construction and development plans on federally leased airports are required to comply with the *Airports Act 1996*, *Airports (Environment Protection) Regulations 1997* and the *Environment Protection and Biodiversity Conservation Act 1999* (the EPBC Act). The legislation sets out the environmental direction and targets for activities including reducing energy and water consumption, reducing waste generation, preventing land contamination, conservation of heritage and biodiversity, ensuring good air quality, and environmentally sustainable design principles of buildings.
65. Ministerial approval for the development and construction of the airport, including both the Command Centre and Canine Facility has been reaffirmed through the updated [Western Sydney Airport - Airport Plan September 2021](#) (Airport Plan). Authorisation under the Airport Plan requires the relevant environmental assessments to have been conducted. The Airport Plan establishes the conditions for the design, construction and operation of the Stage 1 development and follows the WSI Environmental Impact Statement (EIS) process that occurred in 2015-16. This EIS assessment was completed under the *Environment Protection and Biodiversity Conservation Act 1999*.
66. Furthermore, the Government has set additional environmental management principles and standards that WSA must demonstrate compliance with, and is monitored through extensive regulatory oversight of the GBE. These requirements are set out in the Deed. Oversight also includes the requirement for WSA to obtain DITRDCA approval of all airport Construction Environmental Management Plan (CEMP) procedures. These procedures have been in place since the commencement of the bulk earthwork and all waste generated and any hazardous materials found on the site

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such as asbestos, must be managed in accordance with the CEMPs, the EPBCA Act and associated regulations.

67. The environmental heritage considerations for this project were also considered under the EIS and associated CEMPs.
68. Design approval for the buildings will be achieved through agreement from the Border Agencies, DITRDCA and WSA through the Governance mechanism established for these buildings. Further detail regarding project governance is provided below.

### Planning Approvals

69. The site is not subject to NSW State planning laws, including land use zoning, however these are taken into consideration in planning both facilities to ensure competitive neutrality for all developments.

### Airports Act 1996 Requirements

70. The Airport Plan provides the formal planning and development mechanism on Commonwealth owned airport sites under the *Airports Act 1996* and its regulations. Approval and oversight of construction activities will be carried out under *the Airports (Building Control) Regulations 1996* and the *Airports (Environment Protection) Regulations 1997*, which will ensure that design and construction of works are fit for use and compliant with the National Construction Code and relevant Australian Standards.

### Master and Site Planning

71. The design process for the Canine Facility and Command Centre ensures that it is consistent with WSA's long-term planning for the airport. WSA has produced a Final Airport Site Layout (FASL)<sup>6</sup> which identifies future land uses on the airport site. This plan is delivered under the *Airports Act 1996* and is approved by the Minister for Infrastructure, Transport, Regional Development and Local Government. The FASL is consistent with approved Airport Plan. WSA are in the process of completing the 2025-2045 Master Plan for the site which will be submitted for Ministerial approval in 2025.
72. All buildings constructed at WSI are assessed against the National Airports Safeguarding Framework (NASF) to ensure that developments do not impact the operations of the site as an operational airport. The Canine Facility and Command Centre were assessed and no NASF impacts were found.

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<sup>6</sup> [Airport site layout | Western Sydney International Airport](#)

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73. The height of all buildings will also be assessed as each design progresses to ensure compliance with *Airport (Protection of Airspace) Regulations 1996*.

## Community Impact

74. The works are not expected to have a significant impact on the local community as the construction and siting of both facilities are located within the existing WSI airport site. The airport is not yet operational and there will be no impact to airport operations during the project.
75. The proposed works are expected to have a positive impact on the local community through the generation of temporary employment opportunities for construction and building contractors to support the work. This is based upon experience where a significant number of construction workers on the airport site have been drawn from the Western Sydney area.

## Employee Consultation

76. All three Border Agencies have engaged with their relevant policy and operational staff to determine requirements for the facilities. Principles represented in the design include staff wellbeing, privacy, safety, security, audio and visual amenity and general comfort.
77. Consistent with Border Agency requests, gymnasiums and end-of-trip facilities for employees engaging in active travel means, such as cycling to the site, have been provided in the Command Centre and Canine Facility.
78. Breakout spaces have been provided on each floor, which will be designed to provide adequate space for peak occupancy and natural light and ventilation. The floor layouts have been designed to provide equitable access to views and natural light for all staff in open work areas. Agency workstations will be designed and spaced to allow for visual and privacy buffers for focused work.
79. Bookable meeting rooms as well as informal collaborative spaces have been provided to encourage collaboration between employees. These rooms will provide relevant speech privacy levels in accordance with nominated security zone requirements.
80. Other amenities, including parents', first aid and multi-faith rooms, have also been provided.
81. Landscaping and other outdoor spaces have also been considered in the design of the Command Centre in particular.

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## Security

82. Significant engagement with the Border Agencies on security features has occurred throughout the design process to ensure appropriate requirements are incorporated. A security consultant organisation was also engaged to provide further assurance.
83. All meeting rooms and offices will provide the relevant speech privacy levels in accordance with the nominated security zone requirements and relevant amplified speech privacy levels where applicable.

## Access for People with Disability

84. The design of the buildings will meet all relevant statutory regulations regarding access for people with a disability, including but not limited to the federal *Disability Discrimination Act 1992*. In addition to these regulations, the contractor must, where necessarily reasonably practical and in accordance with WSA operational and functional requirements, design the base build and tenancy fit out in accordance with the Design for Dignity guidelines.

## Childcare Provisions

85. Childcare facilities are not currently planned for within the WSI Business Park Precinct Stage One or the Command Centre. These facilities may be considered as the Airport Business Park expands and are subject to commercial decisions to be made by WSA as part of the joint venture development of this site.

## Fire Protection

86. Appropriate fire protection measures, including fire hydrants, portable fire extinguishers, fire hose reels and a building occupant warning system will be installed in line with all relevant Australian standards, the National Construction Code, and Fire and Rescue NSW requirements.

## Cost Effectiveness and Public Value

87. An effective balance between the security and operational needs of the Border Agencies and the need to maximise public value has been achieved through this proposed layout. Both buildings have been planned and designed to meet the long term needs of the airport as it grows. By considering this growth, Border Agencies will be better equipped to keep pace with the anticipated uplift in passenger numbers and cargo volumes in the medium to long term.

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88. **Canine Facility.** The Canine Facility has been designed to balance operational needs with public value. Facilities that will be shared between the agencies include wash areas, training, storage, locker and changing facilities, and the dog pool. Locating the dog kennels and day runs closely together and monitoring exit and entry to the site also contributes to secure and efficient operations.
89. **Command Centre.** The Command Centre has also been designed to maximise public value by minimising duplication between agencies. No previous administrative facility has housed all three Border Agencies, and this will significantly reduce costs relative to the costs of individual agencies constructing their own facilities to serve the airport. Shared gymnasiums, training rooms and end-of-trip facilities will be provided.
90. WSA, following a competitive procurement process, has engaged one contractor to design both buildings. Once the 90% designs are completed and approved, and the cost plans accepted, WSA can then elect to proceed to construction. A higher than budgeted cost may require the scope to be value engineered, or a further procurement process to be undertaken. The ECI approach has the benefit of ensuring collaborative development of design to best meet the requirements of the Border Agencies, minimising start-up costs, allowing WSA to leverage its considerable experience on the airport site, and ensuring effective integration between the construction of the facilities and the other major activities on the site.

Cost Management

91. This submission provides information correct as at 30% design. The information available indicates that the buildings can be constructed within the planned budget. Cost information is provided below:

Cost item	Canine Facility	Command Centre
ECI Not to Exceed cost	\$46.35m	\$218.67m
Estimated 40-year replacement cost	\$73.67m	\$396.44m
Estimated 40-year maintenance cost	\$41.98m	\$66.24m
Fit-out works	\$1,000 per m <sup>2</sup>	\$1,600 per m <sup>2</sup>
Occupational density for office areas	See note 4	1:12

Notes:

1. Under WSA's Early Contractor Involvement (ECI) procurement approach, a Not to Exceed (NTE) figure has been established for each building.
2. WSA will be responsible for the whole of life operating and maintenance costs related to each building. Costs will be covered through revenues generated from commercial lease arrangements with tenants, including the Commonwealth agencies. Lease arrangements are yet to be determined.
3. Fit-out works will include internal walls, doors and finishes, but not include specialist equipment or technology required by the Commonwealth agencies.

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4. *Due to the uniqueness of this building, a classic occupational density calculation is not strictly applied. Indicative floor plans showing dedicated office areas and common spaces are shown in the Appendices.*

92. Costs will continue to be managed closely and during the remainder of the design workshops leading up to 90%, a value engineering approach will be maintained to review design options with the aim of identifying the preferred design option that satisfies the requirements of the project and presents the best value for money for the Australian Government.
93. At 60% and 90% design stages, prior to executing a construction contract, the cost plans will be reviewed by WSA cost planners and verified by independent cost planners and Quantity Surveyors.
94. Any anticipated cost pressures will be negotiated directly between WSA and DITRDCA as the Shareholder Department representative to the Australian Government. DITRDCA closely monitors and engages with design as it progresses to provide assurance that design and cost discipline is being exercised consistently and appropriately.

### Construction Program and Schedule

95. Subject to parliamentary approval, the construction work of both facilities is scheduled to commence by Quarter 1 2025. The Canine Facility is scheduled for completion by Quarter 2 2026, and the Command Centre by Quarter 1 2027.
96. As the completion of the buildings is critical to the opening and operation of WSI, WSA is working to manage the delivery schedule through a robust project management approach.

### Risk Management

97. Consistent with the Commonwealth Risk Management Policy, a risk assessment process has been undertaken which involved consultation with project stakeholders and technical advisors. After completing a series of risk quantification workshops to estimate potential likelihoods, consequences, drivers and controls for the identified risks, a risk management plan was established which will be monitored as part of the usual project management oversight process.

### Project Governance

98. A governance structure has been developed to provide appropriate oversight and management of project development including management of design and associated costs. The structure is standard for this type of project noting WSA is a GBE and responsible for the design of each building to meet Border Agency scope



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requirements. Each forum includes representation from all relevant Border Agencies plus the Department of Home Affairs. The meetings are co-chaired by DITRDCA and WSA. The structure provides a referral process where issues that are unable to be resolved at lower levels can be escalated accordingly.

99. Meetings have been underway since July 2024 with strong engagement from Border Agency representatives.
100. Each governance forum receives reports and information, at a level of detail that allows appropriate oversight based on the responsibilities of the forum. Risks, issues, deliverables and variations that require endorsement will also be escalated through the framework, as required.

### Criticality of Buildings to Airport Operations

101. Border Agencies play a critical role in protecting Australians at both first points of entry (ports and airports) and within the community. Outside of airports, Border Agencies provide critical services, including immigration compliance enforcement, counter-terrorism operations, joint incident response with state and territory jurisdictions and special investigations. Greater Western Sydney is one of Australia's fastest growing regions, with the population expected to grow by 85,000 people annually between 2021 and 2041. Despite this, there is currently no permanent local Border Agency presence in Greater Western Sydney.
102. Border Agency's Sydney operations are headquartered in either Mascot or the CBD, located over 37km from Blacktown and over 60km from Penrith. Given the anticipated population growth, it is critical that Border Agencies have a fixed presence in the Greater Western Sydney region. Servicing the region with the existing footprint would be an inefficient model of service provision, and place substantial strain on Border Agency staff and resources. Other negative outcomes include:
  - the imposition of additional costs to effectively distribute and manage equipment, training, and staff,
  - place a significant strain on Border Agency culture and cohesion,
  - require additional efforts to ensure operational consistency and outcomes achievement across all locations, and
  - inhibit collaboration between Border Agencies.
103. In order for WSA to commence passenger and cargo operations by late 2026, critical Commonwealth agencies must be operating to deliver legislatively obligated services, protecting Australia's international border by allowing the legal, safe and secure movement of goods and people.



## Appendix A – Command Centre 3D View



*Artist's impression of Command Centre at 30% design*

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## Appendix B – Canine Facility Site 3D View



*Artist's impression of the Canine Facility at 30% design*