



Australian Government

Defence

ALBURY WODONGA MILITARY AREA REDEVELOPMENT PROJECT

Albury Wodonga Military Area (Victoria / New South Wales)

STATEMENT OF EVIDENCE TO THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

March 2024

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Albury Wodonga Military Area Redevelopment Project

1. The purpose of this Statement of Evidence is to provide information to the Australian public to comment on, and the Parliamentary Standing Committee on Public Works (PWC) to enquire into, works proposed under the Albury Wodonga Military Area Redevelopment Project.

Executive Summary

2. The aim of the Albury Wodonga Military Area Redevelopment Project (the Project) is to posture the Army for growth in technical, logistics and trades training for officers and soldiers. The Albury Wodonga Military Area supports training courses for Army, Air Force, and some Navy specialisations. More than 4,900 personnel are trained at the Albury Wodonga Military Area annually, which is critical to the raise, train and sustain of key ADF personnel capability.

3. The Project will be delivered together with the RAAF Base Wagga Redevelopment Project and the Blamey Barracks, Kapooka, Redevelopment Project, under a single construction program to maximise construction and cost efficiencies. Each project will be referred to the PWC separately.

4. The proposed works to be delivered by the Project include the upgrade and replacement of site-wide infrastructure (electrical, water supply, information and communications technology, wastewater, stormwater, gas, roads and footpaths), living-in accommodation, messing, training facilities, and the demolition of redundant facilities.

5. The estimated total capital out-turned cost for the Project is \$395.7 million (excluding Goods and Services Tax). The cost estimate includes management and design fees, construction, information and communications technology, furniture, fittings, equipment, contingencies, and a provision for escalation. There will be ongoing operating and sustainment costs as a result of the Project. No revenue is expected to be generated by the proposed works.

6. The Project will promote opportunities for small and medium local enterprises through construction trade and building packages, providing employment opportunities in the Murray Region in New South Wales and the Hume Region in Victoria. There will also be

opportunities for Indigenous business involvement in accordance with the Government's Indigenous Procurement Policy.

7. All works will be designed and constructed in accordance with relevant legislation, standards, codes, guidelines and Defence policy. Accredited building certifiers will certify the compliance of the design and completed works.

8. Environmental and heritage investigations have been completed and the proposed works will not have a significant impact on existing environmental and heritage values. An Environmental Assessment Report has been approved for this Project.

9. For the proposed works, a Part 13 Permit application has been approved by the Department of Climate Change, Energy, the Environment and Water to allow the removal of a small area (0.48 hectares) of Threatened Ecological Community (White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Native Grassland) to enable a proposed new front entrance to the Base. The removal of this community is not considered to result in a significant impact to flora or fauna.

Purpose of the Works

Aim of the Project

10. The aim of the Project is to posture the Army to sustain existing personnel throughput and increase the trained permanent workforce of officers and soldiers in technical and logistics disciplines and trades. Growth in the permanent workforce of the Australian Defence Force and investment in technical and specialist trades was a Government agreed priority as part of the *Defence Strategic Review 2023*.

11. The annual training throughput at the Albury Wodonga Military Area is planned to increase over the next decade, with an anticipated peak additional trainee throughput of approximately 300 personnel per annum in 2032, before reducing to a long-term steady state of an additional trainee throughput of approximately 180 personnel per annum from 2040.

Location of the Project

12. The Project is proposed to be delivered at the Albury Wodonga Military Area. The Base is made up of five sites: North, South and East Bandiana, Latchford Barracks and the Wirlinga Training Area. The primary project location is South Bandiana, which is located approximately five kilometres south-east of the Wodonga Central Business District in Victoria.

13. A Locality Plan for the Albury Wodonga Military Area is provided at Attachment 1. A Site Plan for the Project is at Attachment 2. Artistic renders of work elements are provided at Attachment 3. The common facility design for Training Level 1 Living-In Accommodation is provided at Attachment 4. Facility floor plans are provided at Attachment 5.

Need for the Project

14. The *Defence Strategic Review 2023* provides a renewed focus on workforce, with one of the Government's immediate actions to re-prioritise Defence's capabilities in line with the Review's recommendations being '*investing in the growth and retention of a highly skilled Defence workforce*'. Investment in modern, contemporary, and fit-for-purpose facilities in which to live, train and work is critical to achieving this recommendation.

15. The Albury Wodonga Military Area is integral in delivering this key recommendation, as soldiers and officers undertake career, technical, logistics and trade training at the Base. The built environment on the Base provides trainees their initial impressions of working in Defence.

Proposed Facilities Solution

16. Defence has undertaken comprehensive master planning, site investigations, stakeholder consultation, whole-of-life cost analysis and design development to establish the capital facilities and infrastructure works required to address the Project need.

17. The essential requirements for the Project include the upgrade and replacement of site-wide infrastructure (electrical, water supply, ICT, wastewater, stormwater, gas, roads and footpaths), living-in accommodation, training facilities, messing, and the demolition of redundant facilities.

Options Considered

18. The options considered for the Project include:

- a. **Option 1 – Minimum Scope** (\$287.6 million). This option will address all high and very high infrastructure risks, as well as new Training Level 1 Living-In Accommodation (192 beds), new Cadet and Army Reserve Multi-User Depot, and the demolition of redundant facilities. This option does not meet the minimum viable capability requirements for base functions and does not support workforce growth.

- b. **Option 2 – High Priority Scope** (\$401.3 million). This option will address all high and very high infrastructure risks, as well as new Training Level 1 Living-In Accommodation (192 beds), new Cadet and Army Reserve Multi-User Depot, renovate existing Living-In Accommodation (729 beds), refurbish the Officers' and Sergeants' Messes, and the demolition of redundant facilities. This option does not meet the minimum viable capability requirements for base functions and does not support workforce growth.
- c. **Option 3 – Full Scope** (\$713.3 million). This option will address all high and very high infrastructure risks, as well as new Training Level 1 Living-In Accommodation (480 beds), new Cadet and Army Reserve Multi-User Depot, renovate existing Living-In Accommodation (729 beds), refurbish the Officers' and Sergeants' Messes, and the demolition of redundant facilities. This option supports workforce growth but exceeds the minimum viable capability requirements for base functions.
- d. **Option 4 – ADF Workforce Growth Integration** (\$395.7 million). This option will address all high and very high infrastructure risks, as well as new Training Level 1 Living-In Accommodation (240 beds), new Cadet and Army Reserve Multi-User Depot, replacement Combined Mess, new basic training facility (55 personnel capacity), and the demolition of redundant facilities. This option meets the minimum viable capability requirements for base functions, with some residual capacity and condition risk, and supports workforce growth. This option is the preferred option.

Scope of Works for the Preferred Option

- 19. The proposed scope of works includes:
 - a. upgrade of site-wide infrastructure, including electrical, water supply, ICT, wastewater, stormwater, gas (minor works), roads and footpaths;
 - b. a new Base entry;
 - c. new Training Level 1 Living-In Accommodation (240 beds);
 - d. new Training Facilities, including a Cadet and Army Reserve Multi-User Depot and Basic Training Accommodation;
 - e. a new Combined Mess;
 - f. rooftop solar panels to suitable facilities; and

- g. demolition of redundant facilities.
- 20. Below-the-line items¹ include:
 - a. additional upgrade of engineering services (electrical, water supply, ICT, wastewater, stormwater);
 - b. additional new Training Level 1 Living-In Accommodation (144 beds);
 - c. a new warehouse and workshop facilities; and
 - d. additional demolition of redundant buildings.

Planning and Design Concepts

- 21. The general philosophy for the design of the proposed works is based on:
 - a. providing cost-effective, functional, low maintenance, energy efficient design options compatible with proposed functions and existing aesthetics;
 - b. adopting where possible, conventional construction techniques and materials commonly used by the local construction industry and consistent with those already used;
 - c. applying appropriate durability measures to reduce ongoing maintenance and achieve the proposed design life;
 - d. providing flexible services and infrastructure to accommodate an appropriate level of growth;
 - e. improving the current Living-In Accommodation facilities and living standards to support long duration education and training, and improve the retention and psychosocial well-being of trainees and staff; and
 - f. incorporation of design principles and solutions to address Crime Prevention Through Environmental Design.

Relevant Legislation, Codes and Standards

- 22. The following legislation, standards, codes and guidelines are applicable:
 - a. *Environmental Protection and Biodiversity Conservation Act 1999 (Cth)*;
 - b. *Fair Work (Building Industry) Act 2012 (Cth)*;
 - c. *Work Health and Safety Act 2011 (Cth)*;
 - d. *Disability Discrimination Act 1992 (Cth)*;

¹ All below the line items are unfunded – to be funded from savings in delivery, if affordable.

- e. *Fair Work Act 2009 (Cth)*;
- f. *Building and Construction Industry (Improving Productivity) Act 2016 (Cth)*;
- g. Defence Estate Principles of Development
- h. National Construction Code – Building Code of Australia;
- i. Australian/New Zealand Standards;
- j. Defence Manual for Infrastructure Engineering Electrical;
- k. Smart Infrastructure Manual 2019;
- l. Defence Manual of Fire Protection Engineering Edition 4, AL4;
- m. Defence Security Manual;
- n. Defence Security Principles Framework;
- o. Defence Pollution Prevention Management Manual;
- p. Defence Contamination Management Manual;
- q. New Standards for Living-In Accommodation 2007 Minute;
- r. Fact Sheet Building Access Requirements;
- s. Building Works Manual 2023 May – Edition 1, AL 4;
- t. Disability (Access to Premises – Buildings) Standards 2010;
- u. Better Physical Access Guidelines (Commonwealth);
- v. National Disability Strategy 201-2020 (Commonwealth);
- w. Guidelines for Certification Performance Solutions and Dispensations V10 May 2023;
- x. *Climate Action Act 2022*;
- y. Defence Heritage Strategy;
- z. Defence Environment and Heritage Manual;
- aa. Defence PFAS Construction and Maintenance Framework;
- bb. Defence Contamination Management Annex K; and
- cc. Bushfire Attack Level AS3959 Construction Requirements.

23. An accredited building certifier will certify the compliance of the design and the compliance of the completed works. Construction compliance with the design shall be assured using approved quality management systems, which will implement processes, including independent inspections, audits, and testing.

Land and Zoning

24. The lands surrounding Wodonga in Victoria are currently contested by a number of Indigenous groups. The Managing Contractor has worked closely with the Base's Cultural Working Group to support engagement with Elders and key representatives from the local

Indigenous groups. There are no Native Title claims over the Base. There are currently no specific heritage management plans regarding Indigenous heritage at the Base.

25. The proposed works are consistent with uses prescribed in relevant Defence zoning instruments, including the Estate Base Plan, Zone Plan, and the Defence Estate Principles of Development. The Project has incorporated recommendations from the Estate Base Plan and Estate Zone Plan to address planning issues regarding layout, functionality, accessibility, and the future state at the Base.

26. The new front entrance onto South Bandiana will require an easement to be created over the Wodonga Parklands lease rail easement (part of the Wodonga to Cudgewa High Country Rail Trail). The land is owned by VicTrack and is managed by Wodonga Parklands. Consultation with both VicTrack and Wodonga Parklands regarding the works is ongoing.

27. The existing leased Cadet facilities at Albury Airport are proposed to be demolished by the Project with the site returned to the Airport Corporation.

Structures

28. The structures have been designed according to the local geotechnical profile. The proposed new facilities will be reinforced concrete framed structures with post-tensioned upper-level floor slabs and a post-tensioned concrete waterproofed roof appropriate to the environment. Internal walls are non-load bearing frames, lined with plasterboard to provide maximum flexibility in future layout.

Mechanical Services

29. The mechanical services have been designed according to the function and needs of each building. The proposed mechanical services will meet specific user needs, relevant ventilation, mechanical or natural, thermal comfort and air quality requirements and the mandatory requirements of the Building Code of Australia.

Hydraulic Services

30. Existing sewerage and stormwater services are proposed to be replaced, extended or augmented to each facility and to suit design requirements. Potable water will be connected to the existing supply via sub-metering to each new building.

Gas Services

31. The strategy for natural gas on the Base is for ‘building electrification’ to be provided to all new buildings delivered by the Project. As a result, existing natural gas and/or liquid petroleum gas infrastructure is not being extended to new buildings. The proposed scope of works addresses remediation of ‘medium’ and ‘high’ risks related to condition and compliance issues that affect the operation of a building’s gas meters and regulators.

Electrical Services

32. Lighting, power, and lightning protection will be provided in accordance with Australian Standards and Defence engineering requirements. Electrical infrastructure and switchboards will have spare capacity to allow for future growth. Sub-metering will be included to each re-used and new building. The meters will be monitored through a new Building Management System, which will support an active energy management program on Base.

Fire Protection

33. Fire Protection has been addressed through compliance with the Manual of Fire Protection Engineering, and the Building Code of Australia. The Project has assessed the asset classification and criticality of each facility in order to determine the fire protection systems to be implemented in all facilities.

Bushfire Protection

34. Bushfire protection requirements have been designed in accordance with section 10.29 of the Manual of Fire Protection Engineering, assessed against the Bushfire Attack Level ratings. General upgrades to the fire systems within existing facilities have been included.

Security Measures

35. The security arrangements include a suite of measures based on the Defence-In-Depth Principles. Security measures are compliant with statutory requirements and address all requirements identified by the Protective Security Working Group. The security design of the sites will ensure that any new facilities conform to the existing security system employed on Base.

Acoustics

36. The new facilities will comply with the National Construction Code and Australian Standards for noise and acoustics. Acoustic separation has been considered in construction elements, while surface finishes are being designed to meet user requirements.

Work Health and Safety

37. The Project will comply with the *Work Health and Safety (WHS) Act 2011 (Cth)*, Work Health and Safety (Commonwealth Employment – National Standards) Regulations, and relevant Defence policies. In accordance with Section 35 (4) of the *Building and Construction Industry (Improving Productivity) Act 2016 (Cth)*, contractors will also be required to hold full work health and safety accreditation from the Office of the Federal Safety Commissioner under the Australian Government Building and Construction Work Health and Safety Accreditation Scheme.

38. Safety aspects of the Project have been addressed during the design development process and have been documented in a Safety in Design Report. A Work Health Safety Plan will be developed for the construction phase prior to the commencement of any construction activities.

Materials and Furnishings

39. External walls for new buildings will be a mixture of masonry, concrete panels, metal cladding and glazing. Where required, pre-finished steel roofing and rainwater fittings have also been selected for their resilience in the base environments.

Landscaping

40. The proposed new landscape works will complement and enhance the character of each site. The landscape design will focus on a functional, low maintenance, water sensitive approach with the use of Indigenous plants. Precautions will be taken to adhere to environmental requirements by adopting landscaping practices in accordance with local environmental conditions and the Construction Environmental Management Plan.

Contamination

41. As part of their contractual obligations during the design phase of the Project, the Managing Contractor undertakes investigations to understand the type and location of potential contaminants on the Base prior to construction. Investigations include desktop analysis of existing reports, surveys, and registers, to conducting field testing such as

destructive sampling in existing buildings to identify lead paint or asbestos, and geotechnical investigations that include sampling for contaminants such as asbestos and per- and polyfluoroalkyl substances (PFAS). A Construction Environmental Management Plan is developed to ensure processes and controls are in place for the identification, management, disposal, and re-use of contaminants and contaminated waste. The Managing Contractor's environmental systems conform to AS/NZS ISO 14001:2016 Environmental Management Systems.

Childcare Provisions

42. There is no requirement for childcare facilities under the Project.

Provisions for People with Disabilities

43. Access for people with disabilities will be provided in accordance with the National Construction Code, Australia Standard 1428 and the *Disability and Discrimination Act 1992 (Cth)*. A performance solution will be sought where the ratio for disability provisions are not required due to the nature of military service, which requires able bodied persons. This will occur for the Project, where the Training Level 1 Living-In Accommodation buildings will have a reduced number of *Disability and Discrimination Act 1992 (Cth)* compliant rooms, based on trainee health requirements.

Environmental Sustainability

44. Defence is committed to ecologically sustainable development and reducing greenhouse gas emissions. The Project has adopted cost effective measures as a key objective in the design and development of the proposed works. These include:

- a. energy targets and performance compliance with Defence Smart Infrastructure Manual;
- b. rooftop solar panels to be installed on suitable facilities;
- c. measures to reduce energy and water use;
- d. re-use of existing structures;
- e. passive solar design adopted within site constraints with external solar shading provided to minimise entry of summer sun; and
- f. demolition and disposal of existing structures, including separation and recycling of material, i.e. concrete crushing, metal and timber.

Potential Impacts

45. Defence has conducted rigorous assessments to identify potential environmental and local community impacts, proposing suitable mitigation measures. For the Project, these include:

- a. **Visual impacts.** No visual impacts are associated with the proposed scope of works.
- b. **Noise impacts.** No noise impacts are associated with the proposed scope of works.
- c. **Heritage impacts.** There are no heritage impacts associated with the proposed scope of works.
- d. **Traffic, transportation, and road impacts.** The existing entry to the South Bandiana Base is a Work Health and Safety risk. The entry is particularly dangerous for vehicles crossing the Murray Valley Highway to access or egress the Base. Vehicles are required to cross traffic on the Murray Valley Highway in an 80 km/h zone without the assistance of traffic signals. The risk is exacerbated for vehicles turning right when leaving the Base, with vehicles required to turn left and travel 650 metres north west, then use a roundabout to return to the Murray Valley Highway and travel south east towards North Bandiana, East Bandiana and Latchford Barracks, as well as other non-Defence locations, such as Tallangatta. The proposed works will relocate the entry onto South Bandiana to an existing signalised intersection on the Murray Valley Highway to mitigate this risk.
- e. **Ecological impacts.** There are potential ecological impacts for the Project, where the proposed new entry onto South Bandiana will require the removal of a small area (0.48 hectares) of Threatened Ecological Community. The impact of the proposed new road on this community has been assessed as ‘Not Significant’ in the Project’s Environmental Report. A separate Environmental Assessment Report has been approved and confirms the assessment of ‘not significant’. The Department of Climate Change, Energy, the Environment and Water has approved a Part 13 Permit for vegetation clearance.
- f. **Relevant local facilities.** There are no significant local facilities impacted by the proposed scope of works.
- g. **Stormwater impacts.** There are no notable stormwater impacts for the proposed scope of works.

- h. **Contamination.** Management of onsite contamination for the Project will comply with all applicable regulations, codes, and standards. PFAS contamination migration offsite is a known issue and is being managed by Defence's PFAS Management Area Plan.
- i. **Short term accommodation.** An assessment by the Managing Contractor has determined that demand for temporary worker accommodation in the Albury-Wodonga region can be satisfied with current available stock, without negatively impacting short-term tourist accommodation.

Consultation with Key Stakeholders

46. Defence has developed a community consultation and communications strategy that recognises the importance of providing residents from the Murray and Hume communities and other interested stakeholders an opportunity to provide input into, or raise concerns relating to, the proposed works. Defence has engaged, or will engage, with a variety of internal and external stakeholders during the development of the Project. To support the Parliamentary Standing Committee on Public Works enquiry into the Project, further consultation will be conducted with:

- a. Federal Members:
 - i. the Federal Member for Farrer, Hon Sussan Ley, MP; and
 - ii. the Federal Member for Indi, Dr Helen Haines, MP.
- b. Minister for Regional Development, Local Government and Territories:
 - i. the Federal Member for Eden-Monaro, Hon Kristy McBain MP.
- c. State Government Members:
 - i. the New South Wales State Member for Albury, Mr Justin Clancy, MLA; and
 - ii. the Victorian State Member for Benambra, Mr Bill Tilley, MP.
- d. local councils:
 - i. Albury City Council; and
 - ii. Wodonga Council.
- e. local Indigenous groups;
- f. local authorities; and

- g. local community, business groups and businesses.

Related Projects

47. The following projects relate to the Albury Wodonga Military Area Redevelopment Project:

- a. RAAF Base Wagga Redevelopment Project (to be delivered together with the Albury Wodonga Redevelopment Project under a single construction program);
- b. Blamey Barracks, Kapooka, Redevelopment Project (to be delivered together with the Albury Wodonga Redevelopment Project under a single construction program);
- c. Armoured Fighting Vehicles Facilities Program;
- d. a number of minor Defence Estate Works Projects; and
- e. PFAS Management Area Plan.

Cost Effectiveness and Public Value

Project Costs

48. The total capital out-turned cost of the Project is \$395.7 million (excluding Goods and Services Tax). This cost estimate includes management and design fees, construction, information and communications technology, furniture, fittings, equipment, escalation, and contingencies.

49. There will be ongoing operating and sustainment costs resulting from the proposed works. This is due to the increase in facilities capacity being provided by the Project, which will see additional maintenance, cleaning and utilities expenses that will be required to operate and maintain the proposed new facilities and infrastructure.

Project Delivery Methodology

50. Defence proposes the Project Manager / Contract Administrator engaged to manage the Development Phase will also be engaged to manage the Delivery Phase, subject to performance during the Development Phase and offering a value for money proposal for the Delivery Phase.

51. Defence proposes the Managing Contractor engaged for the Development Phase will also be engaged for the Delivery Phase, subject to performance during the Development Phase, offering a value for money proposal for the Delivery Phase, and meeting the contractual obligations of Delivery Phase Approval. Delivery Phase includes completion of the design, procurement of trade sub-contractors and management of the construction of the works. The Managing Contractor form of delivery provides the Commonwealth with buildability input into the design while promoting opportunities for small to medium enterprises by sub-contracting design and construction trade packages.

Construction Program

52. Subject to Parliamentary approval, construction is expected to commence in late 2024 and be complete by mid-2030.

Public Value

53. Defence has comprehensively assessed public value, opportunities, and benefit to the community as a result of the proposed works:

- a. **Economic impacts.** The Project expenditure will support the Australian economy in the construction and professional services sectors in the Murray and Hume regional development areas and surrounding regions.
- b. **Employment opportunities.** The Program will employ a diverse range of consultants, contractors, and construction workers, and is expected to generate major opportunities for up-skilling and job training over the approximately seven-year construction program to improve individual skills and employability on future projects.
- a. **Local industry and Indigenous business involvement opportunities.** The Project will comply with the Government Policy for Local Industry Participation, which requires the Managing Contractor to provide detailed commitments on how they will utilise and develop Australian industry. These commitments will become contract deliverables and the Managing Contractor will be required to report on their performance against them. While the policy does not mandate the use of local suppliers, the Project will provide local businesses with opportunities to supply construction materials and labour, whilst actively promoting opportunities for small to medium local enterprises through construction trade packages. In accordance with the Government's Indigenous Procurement Policy, the Managing Contractor will develop

an Indigenous Participation Plan, which will provide opportunities for Indigenous businesses to be involved in the Project.

- c. **Existing infrastructure services:** The project involves extensive interfacing with existing authority infrastructure services that has required the Managing Contractor to apply for and receive development approvals for both permanent and temporary works.

Below-the-Line Items

- a. If savings are achieved through favourable tendering and/or retiring risk provision, Defence proposes to utilise the savings to deliver ‘below the line’ items consistent with Project’s approved scope, including:
- i. additional upgrade of engineering services (electrical, water supply, ICT, wastewater, stormwater);
 - ii. additional new Training Level 1 Living-In Accommodation (144 beds);
 - iii. a new warehouse and workshop facilities; and
 - iv. additional demolition of redundant buildings.

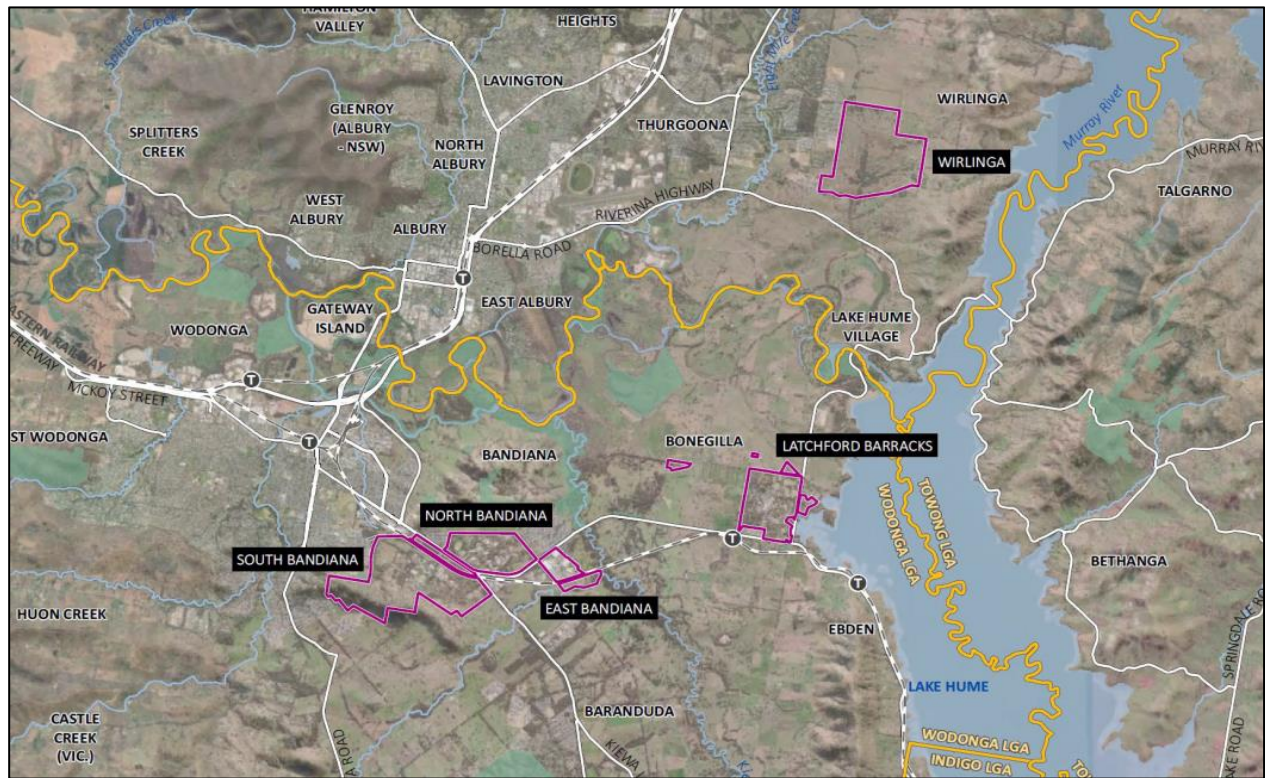
Revenue

54. No revenue is expected to be derived from the Program.

Attachments

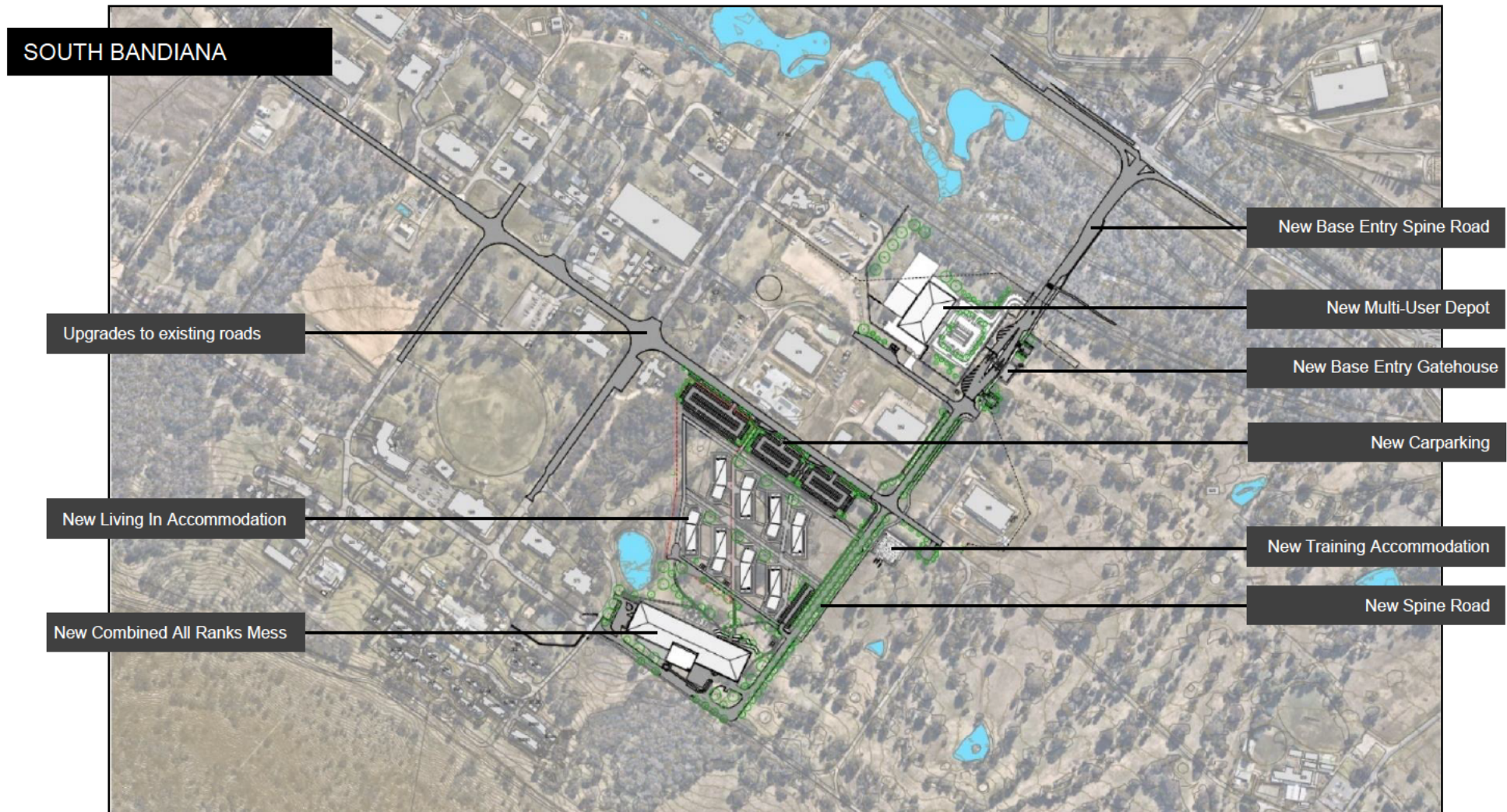
- 1. Locality Plan
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- 4. Common facility design – Training Level 1 Living-In Accommodation
- 5. Floor Plans

Locality Plan



Albury Wodonga Military Area

Site Plan



Albury Wodonga Military Area – South Bandiana

Attachment 3

Artistic Impressions and Renders of Work Elements



Multi-User Depot (Cadets and Reserves)



New Combined Mess



Basic Training Accommodation



Front Entry Gatehouse

Attachment 4

Common Facility Design – Training Level 1 Living-In Accommodation



Albury Wodonga Military Area

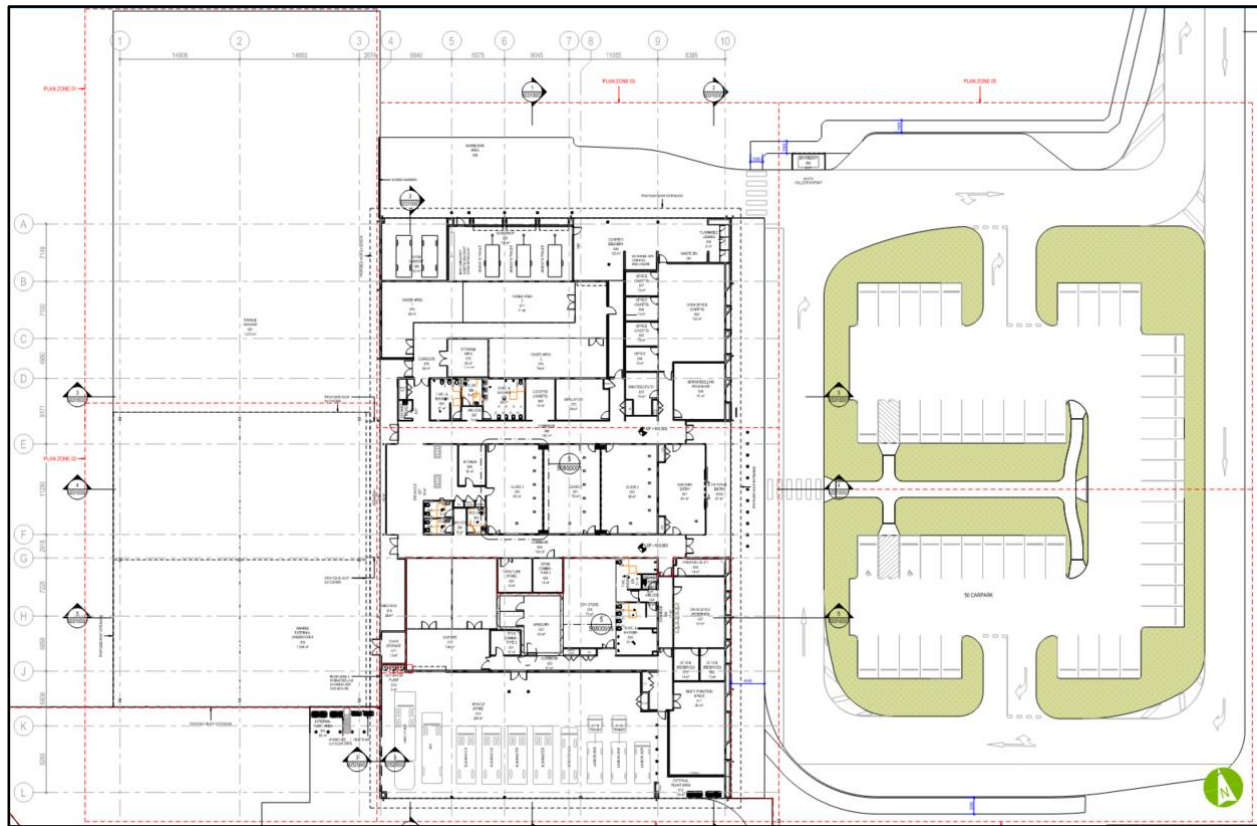


Albury Wodonga Military Area and RAAF Base Wagga

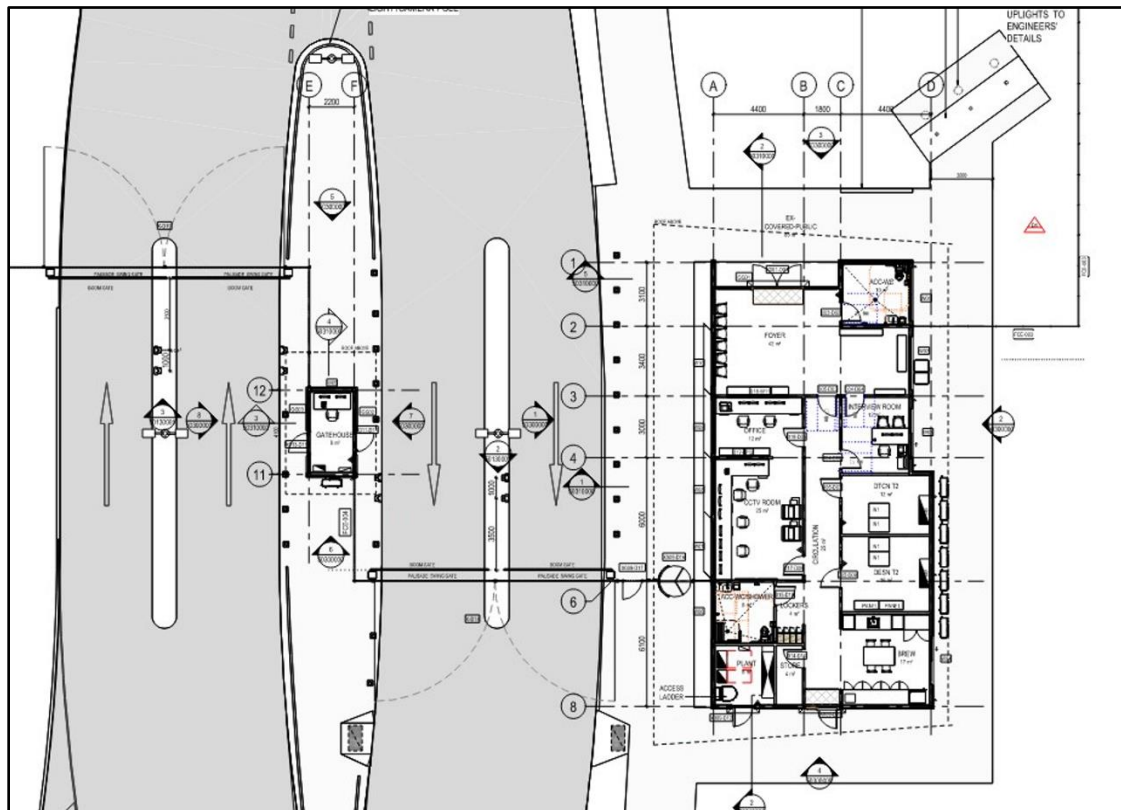


Albury Wodonga Military Area and RAAF Base Wagga

Floor Plans



Multi-User Depot (Cadets and Reserves)



Guard House – Front Entry



Combined Mess



Training Level 1 Living-In Accommodation – Ground Floor Plan



Training Level 1 Living-In Accommodation – First Floor Plan



Training Level 1 Living-In Accommodation – Second Floor Plan