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Referrals tabled June – September 2008

Australian SKA Pathfinder Radio Telescope, Western Australia

**Fit-out for the Australian Federal Police of the Edmund Barton
Building, Barton, ACT**

Puckapunyal Redevelopment, Victoria

**Australian War Memorial Eastern Precinct Development and
National Service Memorial, Canberra, ACT**

Parliamentary Standing Committee on Public Works

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Membership of the Committee

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List of abbreviations

| | |
|-------|--|
| ABGR | Australian Building Greenhouse Rating |
| AFP | Australian Federal Police |
| ASKAP | Australian Square Kilometre Array Pathfinder (Telescope) |
| AWM | Australian War Memorial |
| CSIRO | Commonwealth Science, Industrial and Research Organisation |
| EBB | Edmund Barton Building |
| ESD | Ecologically Sustainable Development |
| ILUA | Indigenous Land Use Agreement |
| GST | Goods and Services Tax |
| LAA | <i>Land Acquisition Act 1989</i> |
| MRO | Murchison Radio Astronomy |
| MSF | MRO Support Facility |
| PWC | Public Works Committee |
| SKA | Square Kilometre Array |
| WA | Western Australia |



List of recommendations

2 Australian SKA Pathfinder Radio Telescope, Western Australia

Recommendation 1

The Committee recommends that the CSIRO not enter into any contracts for the ASKAP project until all land negotiations are completed and the Department of Finance and Deregulation is satisfied that there has been compliance with the *Lands Acquisition Act 1989*.

Recommendation 2

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Australian Square Kilometre Array Pathfinder Telescope, Western Australia

3 Fit-out for the Australian Federal Police of the Edmund Barton Building, Barton, ACT

Recommendation 3

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Fit-out for the Australian Federal Police of the Edmund Barton Building, Barton, ACT.

4 Puckapunyal Redevelopment, Victoria

Recommendation 4

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Puckapunyal Redevelopment, Victoria.

5 Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra, ACT

Recommendation 5

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra.

Introduction

- 1.1 Under the *Public Works Committee Act 1969* (the Act), the Parliamentary Standing Committee on Public Works is required to inquire into and report on public works referred to it through either house of Parliament. Referrals are generally made by a delegate of the Minister for Finance.
- 1.2 All public works that have an estimated cost exceeding \$15 million must be referred to the Committee. Works cannot be commenced until the Committee has made its report to both houses of Parliament and the House of Representatives resolves that it is expedient to carry out the work.¹
- 1.3 Under the Act, a public work is a work proposed to be undertaken by the Commonwealth, or on behalf of the Commonwealth concerning:
 - the construction, alteration, repair, refurbishment or fitting-out of buildings and other structures;
 - the installation, alteration or repair of plant and equipment designed to be used in, or in relation to, the provision of services for buildings and other structures;
 - the undertaking, construction, alteration or repair of landscaping and earthworks (whether or not in relation to buildings and other structures);

¹ *Public Works Committee Act 1969* (the Act) Part III, Section 18 (8). Exemptions from this requirement are provided for work of an urgent nature, defence work contrary to the public interest, repetitive work, and work by prescribed authorities listed in the *Regulations*.

- the demolition, destruction, dismantling or removal of buildings, plant and equipment, earthworks, and other structures;
 - the clearing of land and the development of land for use as urban land or otherwise; and
 - any other matter declared by the regulations to be a work.²
- 1.4 The Act requires that the Committee consider and report on:
- the purpose of the work and its suitability for that purpose;
 - the need for, or the advisability of, carrying out the work;
 - whether the money to be expended on the work is being spent in the most cost effective manner;
 - the amount of revenue the work will generate for the Commonwealth, if that is its purpose; and
 - the present and prospective public value of the work.³
- 1.5 The Committee pays attention to these and any other relevant factors when considering the proposed work.

Matters addressed in this report

- 1.6 Works considered in this report were referred to the Committee between June 2008 and September 2008 by the Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly.
- 1.7 In considering works, the Committee analysed the evidence presented by the proponent agency, public submissions and evidence received at public and in-camera hearings.
- 1.8 In consideration of the need to report expeditiously as required by Section 17 (1) of the Act, the Committee has only reported on major issues of concern. Other issues raised through the inquiry process where the Committee was able to satisfy itself will be addressed appropriately by the proponent agency are not reported.
- 1.9 The Committee appreciates, and fully considers, the input of the community to its inquiries. Those interested in the proposals considered in this report are encouraged to access the full inquiry proceedings available on the Committee's website.⁴

2 The Act, Section 5

3 The Act, Section 17

4 <www.aph.gov.au/pwc>

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- 1.10 Chapter 2 addresses the proposed Australian SKA Pathfinder (ASKAP) Radio Telescope, Western Australia at an estimated cost of \$111 million (excluding GST).
 - 1.11 Chapter 3 addresses proposed fit-out for the Australian Federal Police (AFP) headquarters of the Edmund Barton Building, Barton, ACT at an estimated cost of \$115 million (excluding GST).
 - 1.12 Chapter 4 addresses the proposed Puckapunyal Redevelopment, Victoria project at an estimated cost of \$41.650 million (excluding GST).
 - 1.13 Chapter 5 addresses the proposed Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra at an estimated cost of \$19.54 million (including GST).
 - 1.14 Appendix A list submissions to the inquiry and Appendix B contains a list of inspections, hearings and witnesses.

Australian SKA Pathfinder Radio Telescope, Western Australia

- 2.1 The Australian Square Kilometre Array (SKA) Pathfinder Radio Telescope (ASKAP), Western Australia project proposes to establish the world's most effective survey radio telescope intended for international research in cosmology, transient radio sources, pulsar astronomy and the structure and magnetic field of our galaxy. The estimated cost of the project is \$111 million (excluding GST). The ASKAP will be delivered by the CSIRO.¹
- 2.2 The proposed works are to be located in Western Australia. The ASKAP will be sited at the Murchison Radio-Astronomy Observatory (MRO) which is to be located approximately 315km north-east of Geraldton on Boolardy Station, 40 km north of Boolardy homestead precinct. A MRO Support Facility (MSF) is to be located in Geraldton. Existing radioastronomy facilities in Parkes, NSW will also be utilised to support the project.
- 2.3 The ASKAP was referred to the Committee for inquiry on 25 June 2008.

Conduct of the inquiry

- 2.4 The inquiry was advertised in local and national newspapers and submissions sought from those with a direct interest in the project.

1 The Commonwealth Scientific and Industrial Research Organisation is commonly known as the CSIRO and will be referred to as such in this report.

The Committee received sixteen submissions, one supplementary submission and a confidential supplementary submission regarding the project costs. A list of submissions can be found at Appendix A.

- 2.5 Due to the remote location of the proposed site, the Committee did not undertake a site inspection. In lieu of the site inspection, the Committee received a detailed briefing on the proposed site as part of the public hearing held on 1 October 2008 in Geraldton. The Committee also held two in-camera hearings on this day. A list of witnesses can be found at Appendix B.
- 2.6 The transcript of the public hearing as well as submissions to the inquiry are available on the Committee's website.² Plans for the proposed works are detailed in Submission 1: CSIRO.

Need for works

- 2.7 The CSIRO submission states that the need for the proposed works has been driven by a range of science objectives to contribute to the development of the study of astronomy in Australia, namely:
- understanding the evolution of gas and galaxies;
 - understanding the origins and evolution of magnetic fields;
 - revolutionising our knowledge of the transient radio sky; and
 - obtaining a deep understanding of the Galaxy in which we live.³
- 2.8 Successful establishment of the ASKAP will also contribute to Australia's bid to host the international square kilometre array (SKA) project which is:
- a proposed AUD\$1.8 billion next-generation radio telescope project under development by scientists from 50 institutions across 19 countries (Australia, New Zealand, and countries in Europe, Asia, Africa, and the Americas). Notionally, the funding for SKA is anticipated to flow in equal portions from Europe, USA and the rest of the world. The SKA will be one of the largest scientific projects ever undertaken anywhere in the world.⁴

2 <www.aph.gov.au/pwc>.

3 Submission 1, CSIRO, p. 5.

4 Submission 1, CSIRO, p. 5.

- 2.9 Australia and South Africa have been shortlisted to host the SKA and the Australian and Western Australian Governments have undertaken to work towards a successful bid for Australia to host the SKA. It was put to the Committee that successful operation of ASKAP will strengthen Australia's bid for the SKA.⁵
- 2.10 Aside from the direct benefits to the science of astronomy, the wider benefits to Australia are identified as:
- cultural and scientific value through the advancement of fundamental knowledge about the Universe;
 - educational value through the inspiration provided by hosting and involvement with an iconic international scientific project. The telescope will be available for classroom experiments as the Parkes radio telescope currently is through the Pulse@Parkes program;
 - industrial value through the opportunities for Australian industries to collaborate in leading developments in information and knowledge processing technologies, and radio science areas with commercial spin-off potential; and
 - national, and regional value through the employment and infrastructure provision in remote areas of Australia that could support communities for the expected greater than 30 year lifetime of ASKAP and 50 year lifetime of the SKA facility.⁶
- 2.11 The Committee received assurances that the development of infrastructure and technologies associated with scientific projects of this nature has shown tangible economic and commercial benefits returned to Australia. The CSIRO also noted that without continuing competitiveness in radioastronomy, Australia may lose capacity not only in international astronomy but in innovative information and communication technology domains.⁷
- 2.12 Therefore, the Committee supports the development of the ASKAP project as part of the continued development of radioastronomy in Australia. The Committee finds that there is need for the proposed works.

5 Submission 1, CSIRO, p. 4.

6 Submission 1, CSIRO, pp. 4-5.

7 Dr B. Boyle, Dr D. DeBoer and Dr A. Zelinsky, CSIRO, Proof Transcript of Evidence, 1 October 2008, pp. 12-15. Submission 8, Cray Australia, p. 2.

Scope of works

2.13 The proposed scope of works is detailed in Submission 1: CSIRO.⁸ The project will provide the infrastructure necessary for the operation of the ASKAP. In short, the project proposes the following works:

- the *antenna array*, consisting of up to 36 parabolic antennas, mounted on concrete footings, and distributed over the Murchison Radio-astronomy Observatory (MRO) site. Each antenna has a 12 metre diameter reflector. Each antenna site will be provided with lightning protection in the form of an earth mat and will be provided with in-ground power and data connection. The antennas will be equipped with sophisticated phased array feed receivers at the focus of the dish reflector, and beamformer and other electronics in the antenna pedestal;
- a *central compound*, located within the MRO site, containing a control building, site services and areas for storage;
- a *remote power generation facility*, adjacent to the central compound;
- renovated facilities within the *Boolarly Station homestead precinct* to provide accommodation, working, and recreational facilities for additional staff and visitors to the MRO. The facilities will provide for after-hours remote monitoring of the equipment at the MRO;
- an *MRO Support Facility (MSF)* located at the Geraldton Universities Centre in Geraldton-Greenough, WA. This facility will contain a telescope control room, computer room, monitoring and processing equipment, electrical and mechanical workshops, office and meeting space and amenities. The building will also include an education/outreach centre;
- *access and services infrastructure*, including access corridors at the MRO, fencing, power reticulation, data and communications cabling, water and waste water management;
- high bandwidth *optic-fibre cabling* connecting the MRO to the MSF to provide essential data connectivity; and
- *radio telescope infrastructure in NSW* to connect to ASKAP in Western Australia to achieve high resolution pictures of the sky and to demonstrate cross-continent connectivity at astronomically useful data rates.⁹

8 The submission is available on the Committee's website or by contacting the committee secretariat.

9 Submission 1, CSIRO, p. 12.

- 2.14 The Committee has assessed the scope of works and finds them suitable to provide the facilities necessary to meet the needs of the ASKAP project.
- 2.15 The Committee notes that an education and outreach centre is planned as part of the project in recognition of the tourist and educational interest expected to be generated by the project. The Committee further notes that the CSIRO is already running a radio science program in Geraldton schools and will expand this as part of ASKAP.¹⁰ The Committee commends the CSIRO for these initiatives.

Cost of works

- 2.16 The total out-turn cost of the proposed works is scheduled to be \$111 million (excluding GST). The Committee received cost plans for the project and held an in-camera hearing with the CSIRO on the detailed project costs.
- 2.17 The Committee is satisfied that the costings for the project provided to it are adequate and suitable contingency planning is in place to ensure the completion of the overall project. The Committee was also assured that budget planning has adequately taken into account the risks associated with construction in a remote location.

Project issues

Support for the proposal

- 2.18 The Committee received submissions from a range of groups supporting the proposal.

Regional outcomes

- 2.19 The Shire of Murchison, the City of Geraldton-Greenough, and the Mid-West Development Commission all expressed support for the proposal. These organisations particularly noted the capacity for economic diversification that ASKAP will bring to the region and the contribution ASKAP will make to the region's 'Smart Mid West' and 'Smart City' focus.¹¹

¹⁰ Submission 1, CSIRO, p. 9.

¹¹ Submission 6, Shire of Murchison; Submission 12, Mid West Development Commission; Submission 16, City of Geraldton-Greenough.

- 2.20 The Committee also received a submission from an individual, Mr A. A. Brooker, expressing his support, as a community member and retired headmaster, for the education contribution that will be made by the ASKAP and the SKA. Mr Brooker noted:

With my educational background, I am in the position to celebrate the educational inspiration made available to our young people by the existence in our region of scientific projects such as ASKAP, SKA and the Murchison Wide-field Array (MWA). I applaud the start made by the CSIRO in ensuring that local students are included in these exciting developments.¹²

- 2.21 The CSIRO identified a range of regional impacts, including employment opportunities (discussed below), positive impact on local economies, tourism and education.¹³
- 2.22 The Committee is pleased to note the level of regional support for this project and commends the CSIRO on its level of engagement with the local region, in particular with local schools. The Committee urges the CSIRO to continue its focus on enhancing the benefits of the project in the local region.

Scientific support

- 2.23 The Committee received a number of submissions representing the international support for the scientific benefits of the proposed project.¹⁴ It was also put to the Committee that the project has the potential to attract world-class scientists to Australia.
- 2.24 Professor Stavely-Smith, representing Astronomy Australia, told the Committee that while the numbers of high-profile scientists returning to Australia would be small, they

...are the nuclei of groups of young people. They are very important in attracting postdocs and students, and I think they are very important for future student training.¹⁵

12 Submission 14, Mr A.A. Brooker.

13 Submission 1, CSIRO, p. 9.

14 Submission 9, ASKAP Science Working Group; Submission 11, Australia Telescope Steering Committee; Submission 13, Astronomy Australia Ltd; Submission 15, Association of Canadian Universities for Research in Astronomy.

15 Prof. Stavely-Smith, Astronomy Australia, Proof Transcript of Evidence, 1 October 2008, p. 28.

- 2.25 Professor Stavely-Smith also noted that there are currently two Federation Fellows¹⁶ in astronomy and this project is of such importance that it has the potential to attract more applications to this fellowship program.¹⁷
- 2.26 The project clearly has significant scientific merit, not only in regards to the advancement of astronomy, but also in the potential to retain and attract leading astronomers to Australia.

Employment opportunities

- 2.27 The CSIRO told the Committee that there were employment opportunities expected from the project, particularly in the construction phase. The Committee has been unable to quantify these opportunities, but understands that ongoing employment opportunities will be limited due to the highly specialised nature of the project.
- 2.28 The Committee was particularly interested in what employment opportunities would be available to local Indigenous people. The CSIRO confirmed that it has been actively working with the Watjarri Yamatji people to identify employment opportunities and undertook at the hearing to investigate employment models that have been operating successfully in other industries.¹⁸
- 2.29 While the employment opportunities for non-specialist staff are limited, the Committee received evidence that the project may generate wider avenues for employment and business creation.
- 2.30 For example, the Mid-West Development Commission noted that as well as some employment and training opportunities for Indigenous people directly on the project, there are also synergies with the 'Mid West Indigenous Arts Strategy.' It states:

The juxtaposition between the Indigenous explanation of the skies (through Dreamtime stories) and that of the scientific community through the world's most powerful radio-

16 Federation Fellowships are offered by the Australian Research Council and aim to attract researchers of international standing to build and promote Australia's research capability. Funding of up to \$1 780 000 over five years is offered to successful applicants by way of salary support and start-up project funding.

17 Prof. Stavely-Smith, Astronomy Australia, Proof Transcript of Evidence, 1 October 2008, p. 29.

18 Submission 1, CSIRO, p. 9; Dr M. Storey, Proof Transcript of Evidence, 1 October 2008, p. 14.

telescope presents a unique and exciting opportunity to progress Indigenous art to another level.¹⁹

- 2.31 The Committee agrees that there is scope to develop employment and business opportunities that harness tourism and educational interest in the project. Given that long-term local employment opportunities directly related to the project are limited, the Committee encourages the CSIRO to continue to work with local communities to identify and implement other related employment opportunities.

Risks to the project

Land acquisition

- 2.32 Boolardy Station in Western Australia will be acquired to host the ASKAP. Boolardy Station is approximately 315 kilometres north east of Geraldton. The area to be utilised for the project is to be known as the Murchison Radio-astronomy Observatory (MRO). The ASKAP will be sited approximately 40 kilometres north of Boolardy Homestead which will serve as accommodation for staff and visitors to the MRO. An optic-fibre link will also be laid between the MRO and Geraldton.
- 2.33 Because the siting of the project is essential to its success, the Committee was concerned to assure itself that the land acquisition process was not going to pose risks to the project delivery. There are three distinct issues impacting on the land acquisition:
- Western Australian State Government support;
 - CSIRO compliance with the *Lands Acquisition Act 1989*; and
 - the need for a Indigenous Land Use Agreement.

State support

- 2.34 The CSIRO will be acquiring the land with the support of the Western Australian (WA) State Government. Tenure, access and management of the land will be provided through the following agreed actions:
- the CSIRO should purchase the Boolardy Station pastoral lease from the current lease-holder and operate it as a pastoral lease, thereby establishing management control over all the land immediately surrounding the MRO for

¹⁹ Submission 12, Mid West Development Commission, p. 6.

the purposes of controlling the RFI that is emitted by pastoral activities;

- the CSIRO should surrender the MRO out of the Boolardy pastoral lease back to the Western Australian Government;
- the Western Australian Government should then lease the MRO to CSIRO for radio-astronomy purposes, including the construction and operation of the ASKAP Project;
- the CSIRO, the Commonwealth and the Western Australian Government should negotiate and agree an Indigenous Land Use Agreement (ILUA) with the Native Title Claimants whose claim covers the land surrounding and including the MRO, for the continuation of access rights by all parties to the MRO.²⁰

2.35 Following the CSIRO's acquisition of the lease:

...it will relinquish, or surrender, back to the state that portion of it which is the MRO, whereupon the state will then lease it back to the CSIRO for a peppercorn rent for radioastronomy purposes.²¹

2.36 Negotiations were halted by the 2008 WA State Election. At the time of the public hearing, a new WA Government had just taken office and had yet to announce its position on the project. State government officials indicated:

...but at this point in time my department has not received any new instruction or direction from the incoming government as to the positions it wishes to take in the future with respect to this project, although neither has my department received any direction or advice that there is going to be any change of approach.²²

2.37 Officers also indicated that they were still working towards the lease agreement with the WA Government being finalised by June 2009.²³

2.38 When finalising this report, the Committee was made aware that the new WA Government has indicated its full support for the project to proceed.

20 Submission 4, Department of Industry and Resources (Western Australia), p. 7.

21 Mr B. Robins, WA Department of Industry and Resources, Proof Transcript of Evidence, 1 October 2008, p. 22.

22 Mr B. Robins, WA Department of Industry and Resources, Proof Transcript of Evidence, 1 October 2008, p. 20.

23 Mr B. Robins, WA Department of Industry and Resources, Proof Transcript of Evidence, 1 October 2008, p. 24.

Compliance with the *Lands Acquisition Act 1989*

- 2.39 Although the WA Government will ultimately own the land and lease it to the CSIRO for radio astronomy purposes, in undertaking to initially acquire the land, the CSIRO must comply with the Commonwealth *Lands Acquisition Act 1989* (the LAA). The LAA provides for the procedures that must be undertaken by Commonwealth agencies acquiring land.
- 2.40 When asked if it had complied with all obligations under the LAA the CSIRO responded:
- They will be. We are in dialogue with the Department of Finance and Deregulation and working with them and the Australian Government Solicitor to make sure that we do comply with the act.²⁴
- 2.41 Despite the central importance of the land acquisition to the project's success²⁵, the Committee is concerned that the CSIRO was not able to provide greater assurances that it had complied fully with the LAA at an earlier stage.

Indigenous Land Use Agreement

- 2.42 In order to fully comply with agreements put in place with the Commonwealth and State Governments, the LAA and the *Native Title Act 1993*, the CSIRO needs to put in place an Indigenous Land Use Agreement (ILUA) with native title claimants among the local Watjarri Yamatji people.
- 2.43 The Committee received two submissions from native title claim groups and heard from representatives of both groups at an in-camera hearing in Geraldton on 1 October 2008. These hearings were held in-camera because the ILUA negotiations were still active at the time of this inquiry.
- 2.44 Evidence received at the in-camera hearing indicated that there was significant goodwill on behalf of the Watjarri Yamatji in regards to the ILUA negotiation, including concluding these negotiations as expeditiously as possible. However, this confidential evidence also suggested that there are a number of issues yet to be resolved that may significantly impact on negotiation timeframes.

24 Mr R. Stevens, CSIRO, Proof Transcript of Evidence, 1 October 2008, p. 18.

25 Submission 1, CSIRO, p. 12.

- 2.45 Although the native title claim groups have publicly indicated their support for the proposed project,²⁶ any delay in finalising an ILUA may pose significant risks to any contractual obligations that the CSIRO enters into prior to land negotiations being finalised.

Committee concerns

- 2.46 Since the time of referral to this Committee in June 2008, there have been significant delays in land negotiation, largely as a result of the WA State Election, held in October 2008.
- 2.47 Although the CSIRO states there is a 'fallback' option in New South Wales if Boolardy Station cannot be secured, neither its submission nor evidence presented at the public hearing confirmed if this site was feasible.²⁷ Given that, at the time of the public hearing, the CSIRO reiterated its stated intention to issue construction contracts by the end of 2008²⁸, negotiations for a new site at this stage would be unrealistic.
- 2.48 Clearly, there are significant advantages to ASKAP being sited in Western Australia due to the isolation and therefore radio-quiet conditions of the proposed site. However, there needs to be more certainty regarding the land acquisition prior to any contracts being let.
- 2.49 The Committee is concerned that should construction contracts be let prior to land acquisition negotiations being finalised, the CSIRO will be exposed to significant risks in not be able to fulfil contractual obligations.
- 2.50 Therefore, the Committee is recommending that, prior to CSIRO entering into any contracts for the ASKAP, that the Department of Finance and Deregulation is satisfied that there is compliance with the *Lands Acquisition Act 1989*. The Committee understands that compliance with the LAA runs parallel with the finalisation of an Indigenous Land Use Agreement.

26 Submission 2, Watjarri Yamatji Native Title Claim Working Group; Submission 3, Yamatji Land and Sea Council.

27 Dr B. Boyle, CSIRO, Proof Transcript of Evidence, 1 October 2008, p. 18.

28 Dr B. Boyle, CSIRO, Proof Transcript of Evidence, 1 October 2008, p. 16.

Recommendation 1

The Committee recommends that the CSIRO not enter into any contracts for the ASKAP project until all land negotiations are completed and the Department of Finance and Deregulation is satisfied that there has been compliance with the *Lands Acquisition Act 1989*.

Committee comment

- 2.51 Overall the Committee is satisfied that this project has merit in terms of need, scope and cost.
- 2.52 The Committee is, however, concerned that all land negotiations be finalised prior to contracts being let for the main construction works to minimise risks to the CSIRO regarding contract non-compliance should land acquisition be delayed.
- 2.53 Nonetheless, having examined the purpose, need, use, revenue and public value of the work, the Committee considers that it is expedient that the proposed works proceed.

Recommendation 2

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Australian Square Kilometre Array Pathfinder Telescope, Western Australia.

Fit-out for the Australian Federal Police of the Edmund Barton Building, Barton, ACT

- 3.1 The proposed fit-out for the Australian Federal Police (AFP) of the Edmund Barton Building, Barton, ACT will provide a consolidated national headquarters for the organisation capable of centrally accommodating all headquarters staff and operational functions. The estimated cost of the project is \$115 million (excluding GST.)
- 3.2 The proposal was referred to the Committee on 25 June 2008.

Conduct of the inquiry

- 3.3 The inquiry was advertised in local and national newspapers and submissions sought from those with a direct interest in the project. The Committee received six submissions to the inquiry and two supplementary submissions including a confidential supplementary submission detailing the project cost estimates. A list of submissions can be found at Appendix A.
- 3.4 The Committee undertook an in-camera hearing and public hearing on 19 September 2008 in Canberra. A list of witnesses can be found at Appendix B.
- 3.5 The transcript of the public hearing as well as submissions to the inquiry are available on the Committee's website¹. Plans for the proposed works are detailed in Submission 1, Australian Federal Police.

1 <www.aph.gov.au/pwc>

Need for works

- 3.6 The AFP submission states that rapid organisational growth over the past five years has resulted in unprecedented growth in the organisation. A new headquarters building is required to co-locate staff and address deficiencies in current accommodation.
- 3.7 The current facilities do not comply with current legislative guidelines. Issues of specific concern include:
- accommodation is in cramped 'B' and 'C' grade buildings;
 - lack of spare space and flexibility in some fit-outs resulting in high ongoing accommodation churn costs;
 - lack of consistency between current premises, in terms of staff space standards, security standards, quality of fit-out and design and office facilities and amenities;
 - geographical fragmentation of the organisation which impacts on working relationships, reporting lines, overall organisational cohesion and duplication of facilities and amenities;
 - premises not purpose built, making refurbishment difficult as the existing floor plates do not allow for optimal space utilisation; and
 - older buildings with out-dated building services technology and building limitations.²
- 3.8 In addition, the accommodation of staff in six geographically dispersed locations across Canberra creates fragmented operational units. As a result, current facilities are lacking in the following areas:
- large conference rooms to seat 24-30 people located in close proximity to operational groups;
 - large muster spaces to enable Operational Managers to address their entire team en masse;
 - smaller meeting rooms located within each team's workspace;
 - meeting facilities, for security reasons, close to reception and outside the secure perimeter of the tenancy;
 - large function rooms easily reconfigurable into different spaces.³

2 Submission 1, Australian Federal Police (AFP), p. 12.

- 3.9 There is also a severe lack of staff amenities located in close proximity to the work environment, particularly in the headquarters building.⁴
- 3.10 The Committee recognises that the AFP is currently housed in office accommodation that does not meet its operational needs. The Committee finds that there is need for the proposed works.

Scope of works

- 3.11 The proposed scope of works is detailed in Submission 1, Australian Federal Police.⁵ The works will house the AFP headquarters in the Edmund Barton Building, Canberra. Proposed works include modifications to base building works and office accommodation fit-out.
- 3.12 In short, the additional base building works propose the following:
- electrical works including mains upgrades, tenant switchboards, substation upgrades, generator installation and switchboards, UPS and battery rooms;
 - supplementary air conditioning units to those rooms with higher than normal cooling and ventilation requirements...
 - office area lighting utilising energy efficient “T5” fluorescent lighting ... Designated rooms will be provided with movement detectors to automatically turn off lights when the room is not in use;
 - other [ecologically sustainable development] initiatives including a Building Management System to control and monitor building services to minimise energy usage and enable accurate recording of consumption in each zone;
 - security works including door hardware and electronic access control at the entrance, lobbies, exits, vehicle access points and internal areas with higher than normal security needs... and
 - supplementation of the base building fire services where required as a result of fitout design to ensure compliance with relevant codes.⁶

3 Submission 1, AFP, p. 12.

4 Submission 1, AFP, p. 12.

5 The submission is available on the Committee’s website or by contacting the Committee Secretariat.

6 Submission 1, AFP, p. 19-20.

- 3.13 The office accommodation works propose the following:
- plasterboard and glass partitioning to form individual offices, meeting rooms, reception areas, utility and store rooms, training rooms, communications equipment rooms and staff facilities. The workstations will incorporate low height modular paneling to provide work space separation and to facilitate power and data reticulation;
 - workstation sizes will be based on a concept of modularity and flexibility. These planning provisions are similar to the current arrangements and are suitable for the AFP's operational requirements. Staff in open plan areas will have access to break out areas and meeting rooms;
 - workstations will include personal storage units;
 - joinery items such as reception counters, credenza units in conference rooms, utility and storage benches in utility rooms and servery units in amenities areas;
 - tenant signage including external signs, a directory board in the ground floor lobby, directional and statutory signage; and
 - new loose furniture.⁷
- 3.14 The AFP also states that it will seek to take advantage of 'design and technological improvements that may come onto the market during the planning stage of the project.'⁸
- 3.15 The Committee has assessed the scope of works and finds them suitable to provide a consolidated National Headquarters for the AFP capable of centrally accommodating all Headquarters staff and operational functions.

Cost of works

- 3.16 The total out-turn cost of this work is estimated to be \$115 million (excluding GST) which includes the cost of the fit-out, infrastructure, consultant fees, design and construction contingencies and forecast escalation to completion. The estimate includes the cost of higher than normal security provisions across the entire facility. The estimate also includes the cost of staff relocations, loose furniture, fittings and equipment.⁹

7 Submission 1, AFP, p. 19-20.

8 Submission 1, AFP, p. 20.

9 Submission 1, AFP, p. 26.

- 3.17 The Committee received detailed cost plans for the project and held an in-camera hearing with the AFP on the full project costs.
- 3.18 The Committee is satisfied that the costings for the project provided to it are adequate.

Project issues

Heritage value

- 3.19 The Edmund Barton Building (EBB) was designed by renowned architect Harry Seidler and is on the Register for the National Estate and the Commonwealth Heritage List. A Heritage Management Plan has been developed for the site and, under the *Environment Protection and Biodiversity Conservation Act 1999*, this document is now a legislative instrument requiring compliance.¹⁰ The heritage value lies primarily in the building's construction and architectural style.
- 3.20 In its submission to the inquiry, Harry Seidler and Associates expressed concern over the visual effect of 'security measures and other new works at the ground level' of the building.¹¹ The AFP assured the Committee that the works will restore the original intent of the courtyards by inclusion of a café facility and improved landscaping to provide a 'welcoming environment for staff' to interact.¹²
- 3.21 The AFP also assured the Committee that steps are being taken to ensure that the necessary physical security measures will not detract from the heritage value of the Edmund Barton Building. These measures will include:
- a transparent perimeter barrier to control pedestrian access to the courtyard, vehicle barriers which will be provided through landscape design, secure access and speed gates in the ground-floor entry lobbies and entry security to each floor.¹³

10 Submission 2, Department of the Environment, Water, Heritage and the Arts (DEWHA).

11 Submission 4, Harry Seidler and Associates.

12 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 4.

13 Commissioner Keelty, AFP, Proof Transcript of Evidence, 19 September 2008, p. 2.

- 3.22 Physical security barriers will be incorporated into improved landscaping rendering the overall affect less stark and not detract from the heritage value of the building.¹⁴

Parking

- 3.23 Submissions raised a number of concerns regarding pressure on parking space and traffic flow in the area of the Edmund Barton Building including:
- existing car parks in the area are currently operating at capacity during the working week;
 - disruptions to residents caused by increased vehicular and pedestrian traffic during the refurbishment phase;
 - concerns over delays in the planned development of a multi-storey car park on Section 9; and
 - pressure on parking space leading to trespass on or through private property in the area.¹⁵
- 3.24 The fit-out will increase the onsite parking capacity from 211 to 311 spaces. As a single tenant of the building, the AFP will reduce the current six vehicle access points to the building to three, producing a positive impact on traffic flow. Car parking arrangements outside the immediate building precinct are outside the control of the AFP. However the Commissioner informed the Committee that the AFP is working with the National Capital Authority and other agencies to develop workable solutions.¹⁶
- 3.25 For example, the AFP told the Committee they are actively promoting the use of alternative transport methods to their staff, encouraging the use of buses and providing shower and change facilities for cyclists.¹⁷
- 3.26 During the site inspection, the Committee observed that existing car parks are already full to capacity but recognises that this is beyond the control of the AFP. The Committee notes that parking in the area has been of ongoing concern and received a submission

14 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 3.

15 Submission 3, Landmark Apartments; Submission 5, Australian Federal Police Association.
Submission 6, National Capital Authority (NCA).

16 Commissioner Keelty, AFP, Proof Transcript of Evidence, 19 September 2008, p. 4.

17 Commissioner Keelty, AFP, Proof Transcript of Evidence, 19 September 2008, p. 4.

from the National Capital Authority (NCA) reiterating its support for pay parking to be introduced into the adjacent Parliamentary Zone.¹⁸

- 3.27 The issue of pay parking in the Parliamentary Zone has been the subject of several parliamentary committee inquiries. In 2003 the Joint Standing Committee on the National Capital and External Territories (JSCNCET) found it could not support such a proposal due to a number of underlying concerns.¹⁹ In its report, *Not a Town Centre: The Proposal for Pay Parking in the Parliamentary Zone*, the JSCNCET recommended that the ACT Government and the NCA develop a detailed parking policy proposal for the Parliamentary Zone that would take into account 'further encroachment of commuters from the adjacent Barton precinct'.²⁰
- 3.28 In 2008 the same Committee again highlighted concerns over parking and transport in the area in its inquiry into the role of the NCA. In its report, *The Way Forward: Inquiry into the role of the National Capital Authority*, the JSCNCET recommended that the Commonwealth and the ACT Governments 'prepare a joint Sustainable Transport Plan' and urged a thorough investigation of light rail as a crucial factor in such a plan.²¹
- 3.29 This Committee supports the development of transport planning measures to sustain residential and business tenancy in the area.

Child care facility

- 3.30 The base building refurbishment will accommodate a childcare facility with capacity for 80 places which will be developed in partnership with a commercial organisation. The interior fit-out of the space will be cost neutral as the successful supplier will be expected to meet the cost. Negotiations with the supplier will include first-preference for AFP staff with extra places being made available to the public.²²

18 Submission 6, NCA.

19 JSCNCET, *Not a Town Centre: The Proposal for Pay Parking in the Parliamentary Zone*, 2003.

20 JSCNCET, *Not a Town Centre: The Proposal for Pay Parking in the Parliamentary Zone*, 2003, p. 45.

21 JSCNCET, *The Way Forward: Inquiry into the role of the National Capital Authority*, 2008, p. 125.

22 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 7.

- 3.31 At the site inspection the Committee received assurances that the heritage listing of the building would not be compromised by the development of the childcare centre. The Committee supports the provision of child care facilities.

Environmental standards

- 3.32 Given the extent of the refurbishment and age of the building, the Committee raised concerns about waste management during construction. The Committee was assured that measures have been put in place to ensure that the large amount of materials which are being stripped from the base building during the refurbishment process are being reused or recycled. Waste is sorted as the building is dismantled and processed. The AFP noted:

For example, ceiling tiles, gyprock walls et cetera are sorted separately and shredded, and to the extent they can be, recycled into further building materials.²³

- 3.33 In line with current Ecologically Sustainable Development (ESD) guidelines, the refurbishment and fit-out have been designed to achieve an Australian Building Greenhouse Rating (ABGR) minimum of 4 with a target of 5. Features to achieve sustainability include:

- integrated lighting control incorporating office light zoning and switching to minimise unnecessary lighting;
- perimeter sensing to permit dimming of lighting adjacent to windows in times of strong sun light;
- dual flush toilets, water free urinals, AAAA tap and AAA shower rated fixtures and rainwater collection and reuse to reduce water consumption;
- rainwater collection in a 280 kilolitre tank located in the basement area of Wing 6 to allow water reuse for irrigation, wash down and cooling tower make up;
- multiple water metering to monitor water usage including intelligent metering to monitor reliance on the mains supply;
- site storage and collection in designated areas to facilitate tenant recycling programs; and
- sustainable timber selection.²⁴

23 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 9.

24 Submission 1, AFP, pp. 24-25.

- 3.34 The Committee notes that floor plans are being designed to maximise the energy efficiency of the building.

Anzac Park West

- 3.35 This referral is not the first occasion that the AFP headquarters has come to the attention of the Public Works Committee (PWC). Refurbishment of Anzac Park West was proposed for the AFP headquarters and referred to the PWC of the 40th Parliament on 26 May 2004 as a joint project between the then Department of Finance and Administration as the building owner and the AFP.
- 3.36 This referral was rescinded on grounds of urgency on 24 June 2004. The works were deemed to be urgent due to the AFP being unable to renew existing leases. However, due to delays in the refurbishment of APW, the AFP was able to extend existing leases which it currently occupies.²⁵
- 3.37 In 2005, as a result of workforce growth, the AFP became aware that APW was not going to be large enough to meet requirements and commenced discussions with Finance about leasing the adjoining Anzac Park East and connecting it with APW to enable a single headquarters. These negotiations broke down in May 2007 and as a result the AFP entered into a lease for the Edmund Barton Building, whilst holding a lease on, but not occupying, APW.
- 3.38 Responding to media reports, the PWC of the 41st Parliament wrote to the then Minister for Justice and Customs in August 2007 expressing concerns about the failure of the AFP to occupy APW and the rent being paid on an unoccupied building. The Minister's response was received by this Committee in March 2008.
- 3.39 The AFP confirmed the Minister's advice that it has been paying rent on that property since July 2007 and is committed to a 15 year lease.²⁶ The AFP has expended approximately \$19.4 million of which approximately \$9 million has been operational type expenditure including rent.²⁷
- 3.40 Additionally, some \$8 million has been expended on works relating to 'upgrading the air conditioning, changes to the glazing

25 Submission 1, AFP, p. 8.

26 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 6.

27 Commissioner Keelty, Doorstop Interview, Canberra, 21 May 2008, p. 2; Mr Brocklehurst, AFP, Proof Transcript of Evidence, 19 September 2008, pp. 5-6.

within the building, works that were required for the security requirements of the AFP, communication connections to the building, an upgrade in preparation of the foyer area of the building and some mechanical works as well'.²⁸

- 3.41 The AFP's Chief Operating Officer informed the Committee at the public hearing that the AFP have entered into negotiations with the building owners, the Department of Finance and Deregulation (DoFD), to relinquish the agreement.²⁹
- 3.42 The Committee sought further information from the Minister for Finance and Deregulation regarding the lease termination negotiations and was informed that DoFD was aiming for the negotiation to 'result in the AFP being relieved of its lease negotiations at ANZAC Park West by the end of December 2008.'³⁰ Subsequent to this advice, the Minister issued a media release advising that the Department of Defence has signed a contract to occupy APW.³¹
- 3.43 While the Committee is pleased that a tenant has been secured for APW, it is concerned that a significant expenditure was borne by the AFP on this lease. Commissioner Keelty reiterated that there was no net loss to the Commonwealth given that the rent was being paid to the Department of Finance and Deregulation.³² Nonetheless, the Committee is of the opinion that the matter could have been dealt with more expeditiously to minimise the cost to the AFP.

Future needs

- 3.44 In light of the expenditure on the Anzac Park West building, the Committee sought reassurance that the Edmund Barton Building will meet the future needs of the organisation.
- 3.45 The AFP assured the Committee that initial staff levels will be below the capacity of the Edmund Barton Building, allowing room to accommodate future expansion.³³ The architectural design of

28 Mr Brocklehurst, AFP, Proof Transcript of Evidence, 19 September 2008, p. 6.

29 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 6.

30 Minister for Finance and Deregulation, correspondence dated 13 October 2008.

31 'Tenant for ANZAC Park West', Media Release, Minister for Finance and Deregulation, 22 October 2008.

32 Commissioner Keelty, Doorstop Interview, Canberra, 21 May 2008; Commissioner Keelty, AFP, Proof Transcript of Evidence, 19 September 2008, p. 6.

33 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 7.

the building provides flexibility as 'there is very little structural intrusion to how we configure the building'.³⁴ The basement area will provide 'opportunities for reconfiguring the way we allocate the various functional areas of the organisation' and the building is 'large enough to accommodate current needs and a small amount of growth'.³⁵

- 3.46 Considering the substantial cost already incurred by the Commonwealth in relation to the AFP headquarters, the Committee hopes that there will be no further need for the AFP to approach the Government or this Committee for further funding.

Committee comment

- 3.47 Overall, the Committee is satisfied that this project has merit in terms of need, scope and cost.
- 3.48 Having examined the purpose, need, use, revenue and public value of the work, the Committee considers that it is expedient that the proposed works proceed.

Recommendation 3

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Fit-out for the Australian Federal Police of the Edmund Barton Building, Barton, ACT.

34 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 7.

35 Mr Wood, AFP, Proof Transcript of Evidence, 19 September 2008, p. 7.

Puckapunyal Redevelopment, Victoria

- 4.2 The Puckapunyal Redevelopment, Victoria project proposes to provide flexible, modern purpose-built facilities to meet the Army's changing training requirements and improved access to the Puckapunyal Military Area. The estimated cost of the project is \$41.650 million (excluding GST).
- 4.3 The proposal was referred to the Committee on 28 August 2008.

Conduct of the inquiry

- 4.4 The inquiry was advertised in local and national newspapers and submissions sought from those with a direct interest in the project. The Committee received one submission and one confidential supplementary submission regarding the project costs. A list of submissions can be found at Appendix A.
- 4.5 The Committee undertook a site inspection, in-camera hearing and public hearing on 6 November 2008 in Puckapunyal and Seymour. A list of witnesses can be found at Appendix B.
- 4.6 The transcript of the public hearing as well as the submissions to the inquiry is available on the Committee's website.¹ Plans for the proposed works are detailed in Submission 1, Department of Defence (Defence).

1 <www.aph.gov.au/pwc>

Need for works

- 4.7 The redevelopment project will support Defence capability by addressing the following needs at the Puckapunyal Base associated with Army Units and their training capability:
- **Road Transport Wing, ALTC** - The Road Transport Wing needs office and instructional facilities to provide the command, working, training and administrative functions for the unit. Currently, these functions are undertaken in a mixture of old adapted storage facilities and temporary demountable buildings that have evolved over time. They are in poor condition and not suitable for long term use for the purpose of instruction and office accommodation.
 - **Safe Driver Training Area (SDTA)** - The existing SDTA provides initial driver training for soldiers to operate heavy vehicles in a controlled and safe environment. Currently this facility is limited in overall throughput capacity and cannot meet the increasing demand for drivers. Driver training for large vehicle hill starts, and high speed (80km per hour) driving and braking is unable to be undertaken within the facility.
 - **School of Armour - Combat Officer Advanced Course (COAC)** - The School of Armour conducts training to prepare individuals for employment within Army Units that operate Armoured Fighting Vehicles, Combat Communications and as Combat Team leaders (Major rank, Sub-Unit Commanders) within the Combat Arms. Future Combat Team Leaders are prepared for their role through completion of COAC. Currently, there is no training facility on the base seating more than 50 personnel. COAC in particular requires a tiered theatre training facility to accommodate 120 people, along with supporting breakout rooms to conduct smaller group training and exercises. A physical 'model' area is required within the theatre to allow tactical exercises to be communicated to trainees.
 - **Headquarters (HQ) CATC** - HQ CATC commands the Combat Arms Training Schools (School of Armour, Artillery, Infantry and Military Engineering). The total HQA CATC staff is 97 personnel. Currently 18 personnel are accommodated in a temporary building. Permanent facilities are required to accommodate HQ CATC.
 - **Battle Simulation Centre Puckapunyal (BSC-P)** - This facility provides a warfighting simulation capability to the Army particularly for the conduct of LWDC, experimental and analytical activities. Building 855 in which this is located has been progressively refurbished from its

original use as the Army Catering School. The need within this building is for minor works to upgrade lighting, heating, cooling and IT services in several existing rooms that are currently used as training spaces.²

4.8 Further needs identified are associated with the broader base community and its operation. Addressing these will enhance the overall base amenity, functionality and operating efficiency. These include:

- **Chapels** – Currently the base has three small Chapels. Each of these is in poor condition and at the end of their lifespan. The base requires a larger new Multi-Denominational Chapel to meet the needs of all faiths within the Puckapunyal community.
- **Entrance Precinct** – The base Entrance Precinct on Blamey Avenue is a basic single lane boom gate access, consisting of limited signage, temporary buildings and shelters. The need is to provide an improved Entrance Precinct that facilitates effective 24 hours a day security operations, controlling access for high volumes of Defence personnel, contractors, a significant base civilian population, visitors and delivery vehicles.
- **Range Control** – The Range Control is responsible for managing the use of the live fire manoeuvre range on a daily basis with the main function of coordinating activities on the range to ensure safety for all users. A need exists to brief personnel who enter the range on a daily basis. Briefings of up to 40 people must be accommodated utilising maps and various visual aids. There is no facility at Range Control that can accommodate this requirement at present. The existing range control building also requires minor internal refurbishment.³

4.9 At its site inspection the Committee observed that parts of Puckapunyal Base are in need of repair and personnel are working in sub-standard conditions in some areas. The Committee also recognises the need for training facilities to be improved to meet the needs of improved training techniques and equipment. The Committee finds that there is need for the proposed works.

2 Submission 1, Department of Defence (Defence), pp. 1-2.

3 Submission 1, Defence, p. 3.

Scope of works

- 4.10 The proposed scope of works is detailed in Submission 1, Department of Defence.⁴ The project includes 8 separate elements as summarised below.
- 4.11 **Road Transport Wing:**
- provision of a new purpose built headquarters facility for Road Transport Wing of 1,954m²;
 - refurbishment of an existing workshop building of 1,291m²; and
 - demolition and removal of redundant facilities.
- 4.12 **Safe Driver Training Area:**
- provision of an additional 1.6 km straight section of roadway to allow heavy vehicles to be accelerated up to 80km/hr and then safely braked;
 - a new outdoor training shelter facility of 49m²; and
 - provision of 600m extension to the hill start area located away from the main circuit to enable trainees to safely carry out hill start training.
- 4.13 **School of Armour** – the Base Instructional Facility of 1 600m² will include:
- a 120 person lecture theatre;
 - eight, ten person syndicate rooms;
 - associated breakout space, storage and utility areas; and
 - carparking and bus turnaround area.
- 4.14 **Battle Simulation Centre – Puckapunyal (BSC-P)** – upgrade Building 855 for the provision of facilities for the BSC-P, including:
- refurbishment works on the ground floor to provide three new multi-purpose training rooms of 440m²; and
 - installation of mechanical services and minor upgrade and repair work to Battle Laboratory facilities.
- 4.15 **Multi-denominational Chapel** – this element of 785m² will include:
- a shared 100 person congregational area;
 - dedicated vestry/sacristy for multi-denominational services; and
 - associated supporting spaces, storage and utility areas.

4 The submission is available on the Committee's website or by contacting the Committee Secretariat.

4.16 **Entrance Precinct:**

- provision of a new secure Blamey Avenue entrance;
- provision of a guard booth and associated ablutions;
- slip lanes for document checking and vehicle inspection;
- boom gates and associated landscaping; and
- carparking and vehicle turn around area.

4.17 **Combined Arms Training Centre** – this element of 319m² will include:

- provision of new office accommodation for the CATC Headquarters to accommodate staff currently occupying temporary office accommodation; and
- provision of associated utility spaces and ablutions to cater for the new facility.

4.18 **Range control:**

- provision of a new dedicated 40 person briefing room and associated storage requirements of 213m²; and
- refurbishment of the existing office accommodation to accommodate the Range Control staff appropriately.⁵

4.19 The Committee notes that any budget savings made will be directed towards the following deferred works:

- to house an additional eight people at the headquarters of the Combined Arms Training Centre; and
- to provide defence secret network computer terminals in the new combined arms advanced course instructional facility.⁶

4.20 The Committee considers these deferred works are an important part of the project scope and should be undertaken.

4.21 The Committee has assessed the scope of the works and finds them suitable to provide the facilities necessary to meet the needs of the Puckapunyal redevelopment project.

Cost of works

4.22 The total out-turn cost of this work is estimated to be \$41.650 million (excluding GST) which includes the construction costs, professional fees, furniture, fittings and equipment, IT

5 Submission 1, Defence, pp. 8-10.

6 Brig Grice, Defence, Proof Transcript of Evidence, 6 November 2008, p. 3.

infrastructure and equipment, demolition and relocation works, contingencies and an escalation allowance.⁷

- 4.23 The Committee received detailed cost plans for the project and held an in-camera hearing with the Department of Defence on the full project costs.
- 4.24 The Committee was satisfied that the costings for the project as provided to it are adequate and suitable contingency planning is in place to ensure that the overall project is not compromised by budget overruns in any one area.

Project issues

Security

- 4.25 At present there is minimal perimeter base security. In particular, the front gate is a temporary arrangement that has been in place since 2001. It is badly planned requiring those refused entry to enter the base to turn their vehicle around.
- 4.26 Assurance was given that the proposed security measures for the entrance to the base were appropriate and sufficient. Base Commander Brig Rerden stated that surveys indicate:
- ...that access control through the main entrance to the base [will be] appropriate for the number of personnel ... on the base and the number of valuable vehicles and pieces of equipment that are stored on the base.⁸
- 4.27 There was also some concern that perimeter security could allow possible casual entry by members of the public. Brig Rerden confirmed that the base is surrounded by a normal fence and a 2.4 meter high electric fence with appropriate signage approximately every 50 metres.⁹ Responding to concerns about live firing ranges, he also confirmed that ranges are located in the centre of the base, placing them a number of kilometres from the boundary.¹⁰

7 Submission 1, Defence, p. 18.

8 Brig Rerden, Defence, Proof Transcript of Evidence, 6 November 2008, p. 5.

9 Mr Waye, Defence, Proof Transcript of Evidence, 6 November 2008, p. 10.

10 Brig Rerden, Defence, Proof Transcript of Evidence, 6 November 2008, p. 10.

Chapel

- 4.28 A single multi-denominational chapel is to replace the three existing chapels on the base. During the site inspection the Committee received assurances from the base chaplain that the congregations involved fully supported the move. He also confirmed that the chapel catered for all faiths, recognising the large number of non-Christian faiths present at the base, particularly when hosting international forces.
- 4.29 The Committee queried the scale of the new building with regard to congregation size. The existing chapels hold approximately 100 people each and the new building has a '100-person congregational nave' capacity and denominations will stagger their services throughout the day.¹¹

Asbestos

- 4.30 Asbestos is present in a number of the existing buildings which are to be demolished during the redevelopment. Brig Grice, Director General of Infrastructure Asset Development for Defence, assured the Committee that 'licensed contractors will be used in accordance with Victorian legislation to safely remove those.'¹²

Committee comment

- 4.31 The Committee noted that the base is self-contained, that the age of the buildings and facilities is contributing to unacceptable working conditions for staff and trainees and that the need for the redevelopment project is overdue.
- 4.32 Overall, the Committee is satisfied that this project has merit in terms of need, scope and cost.
- 4.33 Having examined the purpose, need, use, revenue and public value of the work, the Committee considers that it is expedient that the proposed works proceed.

11 Mr Lembo, Defence, Proof Transcript of Evidence, 6 November 2008, p. 3.

12 Brig Grice, Defence, Proof Transcript of Evidence, 6 November 2008, p. 6.

Recommendation 4

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Puckapunyal Redevelopment, Victoria.

Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra, ACT

- 5.1 The Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra, ACT proposes to upgrade the Eastern Precinct and improve visitor safety, access and amenities. The new Memorial Courtyard will also provide a site for the National Service Memorial. The estimated cost of the project is \$19.54 million (including GST).
- 5.2 The proposal was referred to the Committee on 4 September 2008.

Conduct of the inquiry

- 5.3 The inquiry was advertised in local and national newspapers and submissions sought from those with a direct interest in the project. The Committee received four submissions, one supplementary submission and one confidential supplementary submission regarding the project costs. A list of submissions can be found at Appendix A.
- 5.4 The Committee undertook a site inspection, in-camera hearing and public hearing on 13 October 2008 in Canberra. A list of witnesses can be found at Appendix B.
- 5.5 The transcript of the public hearing as well as the submissions to the inquiry is available on the Committee's website¹. Plans for the

1 <www.aph.gov.au/pwc>

proposed works are detailed in Submission 1, Australian War Memorial (AWM).

Need for works

- 5.6 The AWM states that the current amenity and condition of the Eastern Precinct is not in keeping with the high quality of the rest of the War Memorial site:
- the current location of the coach parking adjacent to the main memorial building detracts from the significance of the precinct and architectural and landscape integrity of the site;
 - the café location is a pre-eminent position on the site and the design and elevated placement of the existing café does not meet visitor needs well or enhance the architectural integrity of the developed site; and
 - the existing temporary car park is an unsatisfactory facility not in keeping with the Site Development Plan and has degraded the landscape.²
- 5.7 The development of the Eastern Precinct is required to improve visitor safety, access and facilities in the Precinct, particularly for school children and coach groups. External facilities do not meet current codes for elderly and mobility impaired visitors due to steep inclines to the existing café.³
- 5.8 Capacity for car parking at the Memorial site has been an issue for many years and overflow parking during peak operation currently reaches into the suburb of Campbell, which has drawn complaints from residents. Additionally, there is no all-weather parking available on the site.⁴
- 5.9 Development of the Eastern Precinct will provide amenity to the forecourt or the Memorial and restore the vistas to the Parliamentary Triangle. The current arrangements of a temporary dirt car park and hazardous bus set-down arrangements are inappropriate for a national institution of this importance. Therefore the Committee finds there is need for the proposed works.

2 Submission 1, Australian War Memorial (AWM), p. 3.

3 Submission 1, AWM, p. 3.

4 Submission 1, AWM, p. 3.

Scope of works

5.10 The proposed scope of works is detailed in Submission 1, Australian War Memorial.⁵ The works propose to construct an underground public car park, dedicated bus parking and a new café. In short, the works propose the following:

- Structural elements of reinforced and pre-stressed concrete to form the underground car park with the car park roof forming the base of the Memorial Courtyard, coach drop off area, café and forecourts.
- Civil works including modifications to existing roads, surface coach parking, an access road to the café service area and conversion of part of an existing open drain to an underground pipe drain to enable the coach parking to be constructed above the drain.
- Landscaping including re-establishment of grassed areas and trees, paving, crushed aggregate surfaces and some other plantings.
- Building works including the café comprising pre-cast concrete structural elements, glass facades and a metal roof surrounded on all sides by prominent concrete band beams. A separate waste enclosure is also proposed.
- Mechanical, electrical and hydraulic services to support the facilities including lighting, electronic security, power supplies, gas supplies, fire services, drainage including rain water collection, cooling, heating, ventilation, water supplies, sewerage and trade waste for the café.⁶

5.11 The Committee has assessed the scope of works and finds them suitable to provide the facilities necessary to meet the needs of the proposal.

Cost of works

5.12 The total out-turn cost of this work is estimated to be \$19.54 million (including GST) which includes escalation costs, contingencies, and all professional fees and disbursements.⁷

5 The submission is available on the Committee's website or by contacting the Committee Secretariat.

6 Submission 1, AWM, p. 11.

7 Submission 1, AWM, p. 20.

- 5.13 The Committee received detailed cost plans for the project and held an in-camera hearing with the Australian War Memorial on the full project costs.
- 5.14 The Committee is satisfied that the costings for the project provided to it are adequate.

Project delivery

- 5.15 Construction is expected to commence after Anzac Day 2009 and be completed before Anzac Day 2010 to avoid disruption to the Memorial's busiest period.⁸ The AWM sought, and received, the Committee's approval for concurrent documentation to ensure the planned project timelines would be achieved.

Project issues

Car parking

- 5.16 The existing dirt car park located at the front of the Memorial detracts from the aesthetic value of the War Memorial building and from the Parliament House Vista. In addition, overflow parking from the Memorial has been an issue for local residents for some time.
- 5.17 The new underground car park will provide 140 extra spaces, an increase of 35 per cent.⁹ This will effectively meet the estimated increased visitor numbers over the next three years and the 'Site Development Plan has identified potential for future additional car parking'.¹⁰
- 5.18 The ACT Government acknowledged that 'the new underground car park will certainly improve the access for both cars and tourist coaches' but sought assurances that there would be 'minimal impact on surrounding road networks and residential areas during the construction period.'¹¹
- 5.19 The AWM is aware of the concerns of local residents and has been conducting a consultation program to inform residents of the proposal. Its submission states:

8 Mr Haralambous, AWM, Proof Transcript of Evidence, 13 October 2008, p. 7.

9 Mr Johnson, AWM, Proof Transcript of Evidence, 13 October 2008, p. 9.

10 Submission 1, AWM, p. 5.

11 Submission 4, ACT Government.

While some additional on-street coach parking will be required for about four months during construction, the completed project will reduce the overall impact of the Memorial's operations on the community by providing expanded and improved parking on the site. Options to route construction traffic (including dump trucks carrying spoil from the excavation) away from the main memorial building and surrounding residential streets and to retain temporary visitor and construction worker parking on the site during the construction period are being considered. This will reduce impacts on surrounding streets during the construction period.¹²

- 5.20 The new coach parking site will accommodate eight coaches off Treloar Crescent and away from the eastern precinct, reducing the need for parking in neighbouring suburban streets.¹³ The improved design for bus access will also increase public safety by improving access arrangements:

At present there is disabled parking there [the eastern precinct] and there are coaches arriving and disgorging young school children and picking up people – it is quite a dangerous area that requires a lot of supervision.¹⁴

- 5.21 Over 100 new eucalypt trees will be planted in the location of the current dirt car park ensuring low maintenance and low water consumption and providing a picnic area for visitors.¹⁵

Heritage value

- 5.22 Some concerns were expressed that the design of the new café was not congruous with the existing architecture of the site. The architect assured the Committee that there are a 'number of successful contemporary expressions of architecture already around the site that sit harmoniously with the traditional.'¹⁶ He further explained:

12 Submission 1, AWM, p. 20.

13 Major Gen Gower, AWM, Proof Transcript of Evidence, 13 October 2008, p. 3; Supplementary Submission, AWM, p. 1.

14 Major Gen Gower, AWM, Proof Transcript of Evidence, 13 October 2008, p. 2.

15 Submission 1, AWM, p. 6; Mr Johnson, AWM, Proof Transcript of Evidence, 13 October 2008, p. 4.

16 Mr Johnson, AWM, Proof Transcript of Evidence, 13 October 2008, p. 8.

I see the café as part of that ensemble of new architecture, but it is modest in expression, simple in its design and almost classical in its proportioning, and it has a simple range of materials that relate in tone back to the main building.¹⁷

- 5.23 At the site inspection the Committee noted that the current café was poorly sited and not in keeping with the building design. The AWM acknowledges that existing facilities are 'difficult to access for mobility impaired and some older visitors due to steep inclines to the existing café.'¹⁸ The Committee notes that the new design will improve the appearance and amenity of the area.

National Service Memorial

- 5.24 The works include the siting for the National Service Memorial. Only the base site works are included in the project costs, the memorial itself will be funded by the National Servicemen's Association.
- 5.25 The National Servicemen's Association of Australia represents the 290 000 men who were called up and served with the Navy, Army and Air Force between 1951 and 1972.¹⁹ The Association has raised sufficient funds to establish the National Service Memorial with donations coming from 'the federal government, state governments, councils, RSLs, public industry and national servicemen and their families.'²⁰
- 5.26 The Memorial is designed as a contemplative area which will reflect the three services:
- The square sandstone base, matching the material of the Australian War Memorial itself, will represent the Army; the reflection of the sky in the polished black granite slab will represent the Air Force and the water in the large bronze bowl will represent the Navy.²¹
- 5.27 The Committee heard that the National Servicemen's Association consulted widely on the concept and design of the Memorial and received unanimous support.²² The National President of the

17 Mr Johnson, AWM, Proof Transcript of Evidence, 13 October 2008, p. 8.

18 Submission 1, AWM, p. 3.

19 Submission 2, National Servicemen's Association of Australia (NSAA), p. 1.

20 Mr Jennings, NSAA, Proof Transcript of Evidence, 13 October 2008, p. 10.

21 Submission 2, NSAA, p. 1.

22 Mr Jennings, NSAA, Proof Transcript of Evidence, 13 October 2008, p. 11.

Association stressed that 'the association is building the National Service Memorial on behalf of all national servicemen, not just the association.'²³

- 5.28 The Committee congratulate the NSAA for raising the funds to build the Memorial on behalf of the 290,000 servicemen and their families.

Committee comment

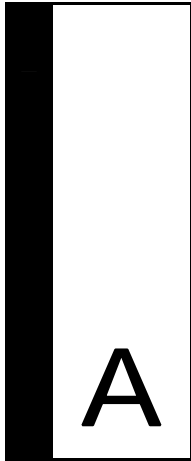
- 5.29 Overall, the Committee is satisfied that this project has merit in terms of need, scope and cost.
- 5.30 The Committee is confident that the heritage value of the Australian War Memorial will be maintained, and enhanced by these works.
- 5.31 Having examined the purpose, need, use, revenue and public value of the work, the Committee considers that it is expedient that the proposed works proceed.

Recommendation 5

The Committee recommends that the House of Representatives resolve, pursuant to Section 18 (7) of the *Public Works Committee Act 1969*, that it is expedient to carry out the following proposed work: Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra.

Mark Butler MP
Chair
27 November 2008

23 Mr Jennings, NSAA, Proof Transcript of Evidence, 13 October 2008, p. 11.



Appendix A – List of submissions

Australian SKA Pathfinder Radio Telescope, Western Australia

- 1 Commonwealth Scientific and Industrial Research Organisation (CSIRO)
 - 1.1 Confidential
 - 1.2 CSIRO (Supplementary)
- 2 Wajarri Yamatji Native Title Claim Working Group
- 3 Yamatji Land and Sea Council
- 4 Department of Industry and Resources, WA
- 5 Mr R J Speed
- 6 Council of the Shire of Murchison
- 7 Jodrell Bank Centre for Astrophysics, SKA Program Development Office (UK)
- 8 Cray Australia Pty Ltd
- 9 ASKAP Science Working Group
- 10 Department of Innovation, Industry, Science and Research
- 11 Australia Telescope Steering Committee
- 12 Mid West Development Commission

- 13 Astronomy Australia
- 14 AA Brooker
- 15 Association of Canadian Universities for Research in Astronomy
- 16 City of Geraldton-Greenough

Fit-out for the Australian Federal Police of the Edmund Barton Building, Barton, ACT

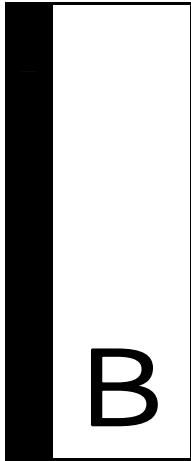
- 1 Australian Federal Police
 - 1.1 Confidential
 - 1.2 Australian Federal Police (Supplementary)
- 2 Department of the Environment, Water, Heritage and the Arts
 - 2.1 Department of the Environment, Water, Heritage and the Arts (supplementary)
- 3 Landmark Owners Corporation
- 4 Harry Seidler & Associates
- 5 Australian Federal Police Association
- 6 National Capital Authority

Puckapunyal Redevelopment, Victoria

- 1 Department of Defence
 - 1.1 Confidential
 - 1.2 Confidential

Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra, ACT

- 1 Australian War Memorial
 - 1.1 Confidential
 - 1.2 Australian War Memorial (Supplementary)
- 2 National Servicemen's Association of Australia
- 3 The Returned and Services League of Australia
- 4 ACT Government



Appendix B – List of inspections, hearings and witnesses

Australian SKA Pathfinder Radio Telescope, Western Australia

Wednesday 1 October 2008 – Geraldton

Public hearing

Commonwealth Scientific and Industrial Research Organisation (CSIRO)

Dr Alex Zelinsky, Group Executive, CSIRO Information and Communication Sciences and Technology (ICST)

Dr Brian Boyle, Business Unit Leader, CSIRO ATNF Australia Telescope National Facility

Dr David DeBoer, Research Scientist, CSIRO ATNF Australia Telescope National Facility

Dr Michelle Storey, Policy Strategist, CSIRO ATNF Australia Telescope National Facility

Mr Antony Mikulic, Manager Capital Works and Sustainable Environment, CSIRO Property Services

Mr Ross Stevens, Manager Property Resources, CSIRO Property Services

Department of Industry and Resources

Mr Bruce Robins, Team Leader, Radio Astronomy, Department of Industry and Resources

Astronomy Australia Ltd

Professor Lister Staveland-Smith, Director, Astronomy Australia Ltd

In-camera hearings

Nine witnesses

**Fit-out for the Australian Federal Police of the
Edmund Barton Building, Barton, ACT**

Friday 19 September 2008 – Canberra

Site inspection

Australian Federal Police Offices, Edmund Barton Building, Barton, ACT

In-camera hearing

Four witnesses

Public hearing

Australian Federal Police

Commissioner Mick Keelty, AFP

Mr Justin Sawyers, Manager Commercial Support, AFP

Mr Jon Brocklehurst, Chief Finance Officer, AFP

Mr Andrew Wood, Chief Operating Officer, AFP

Puckapunyal Redevelopment, Victoria

Thursday 6 November 2008 – Puckapunyal/Seymour

Site inspection

Puckapunyal Defence Base, Puckapunyal, Victoria

Public hearing

Department of Defence

Brig William Grice, Director-General, Infrastructure and Asset Development

Brig Malcolm Rerden, Senior Army Representative, Puckapunyal

Lt Cln Matthew Thomson, Project Director, Defence

Mr David Waye, Manager, Defence Support Group, Puckapunyal

Mr Rick Zentelis, Director, Heritage and Biodiversity Conservation

Mr Cameron Sanderson, Project Director, Coffey Projects

Mr Leny Lembo, Design Leader, Bligh Voller Nield

In-camera hearing

Seven witnesses

Australian War Memorial Eastern Precinct Development and National Service Memorial, Canberra, ACT

Monday 13 October 2008 – Canberra

Site inspection

Australian War Memorial, Campbell, ACT

Public hearing

Australian War Memorial

Major General Stephen Gower (ret'd), Director, AWM

Mr Richard Johnson, Director, Johnson Pilton Walker Pty Ltd

Ms Rhonda Adler, Asst Director, Corporate Services, AWM

Ms Helen Withnell, Asst Director, Public Programs, AWM

Ms Nola Anderson, Asst Director, National Collection, AWM

Mr Stewart Mitchell, Head of Building Services, AWM

Mr Harry Haralambous, Project Director, Coffey Projects

National Servicemen's Association of Australia Inc

Mr Stanley Jennings, National President, NSAA

In-camera hearing

Seven witnesses