



**VILLAWOOD IMMIGRATION DETENTION  
CENTRE REDEVELOPMENT**

**STATEMENT OF EVIDENCE**

**to the**

**Parliamentary Standing Committee**

**on Public Works**

**JOINT SUBMISSION BY  
DEPARTMENT OF FINANCE AND ADMINISTRATION and  
DEPARTMENT OF IMMIGRATION AND MULTICULTURAL AFFAIRS  
CANBERRA, ACT**

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**GLOSSARY**

<b>Abbreviation</b>	<b>Meaning</b>
BCA	Building Code of Australia
BCC	Bankstown City Council
DEH	Department of Environment and Heritage
DIMA	Department of Immigration and Multicultural Affairs
DSP	Detention Services Provider
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act (1999)</i> (Cth)
ESD	Environmentally Sustainable Design
Finance	Department of Finance and Administration
IDAG	Immigration Detention Advisory Group
IDC	Immigration Detention Centre
MSU	Management Support Unit
PWC	Public Works Committee
VIDC	Villawood Immigration Detention Centre
VIDCR	Villawood Immigration Detention Centre Redevelopment

## INTRODUCTION

1. The Department of Finance and Administration (Finance) and Department of Immigration and Multicultural Affairs (DIMA) jointly propose the redevelopment of a large part of the Villawood Immigration Detention Centre (VIDC) in the suburb of Villawood in Sydney. Refer to **Attachment 1** for locality plans.

## IDENTIFICATION OF THE NEED

### Project Objectives

2. Key objectives for the VIDC Redevelopment project are:
  - 1) The replacement of ageing infrastructure and facilities, including the replacement of the existing higher security facility known as Stage 1, which is located approximately 200m east of the main facility (which includes the Stage 2 and 3 accommodation and central support facilities).

*Note: The terms Stage 1, 2 and 3 refer to different areas within the existing VIDC facility and are NOT describing the staging of works at the facility.*
  - 2) The upgrading of key site services infrastructure (i.e. power; water; drainage; gas; stormwater etc);
  - 3) Incorporate any relevant recommendations from the Palmer Report;
  - 4) Providing appropriate accommodation and support facilities (i.e. medical; kitchen; recreation etc) for the detainees to create an environment similar to usual community standards;
  - 5) Providing a balance of security and flexibility with an appropriate focus on the welfare of detainees;
  - 6) Providing facilities with flexibility of use to accommodate future changes in Government policy;
  - 7) Facilitating the movement of detainees both into and out of the facility;
  - 8) Providing appropriate facilities for DIMA and Detention Services Provider (DSP) staff;
  - 9) Improving the interface infrastructure (i.e. main reception, visits area, etc) between detainees, visitors, family, support groups, legal and counselling services and the public;
  - 10) Improving access (i.e. disabled access, safe car parking, main reception, visits area) for visitors; and
  - 11) Early completion of key facilities (i.e. some new accommodation, kitchen, dining, medical centre and recreation) as soon as possible.

### Historical Background

#### Immigration Detention Centres

3. Australian migration law requires all people who are non-Australian citizens to hold a valid visa while in Australia however, each year people seek to enter or remain in

Australia by circumventing immigration laws. The administrative detention of unauthorised non-citizens is, therefore, an essential component of the Australian Government's immigration policy.

4. Administrative detention is aimed at ensuring the care and security of the individual and, as far as possible, to protect the rights of the individual while their claims are assessed or the individual is removed from Australia. It is essential therefore, that immigration detention facilities continue to meet appropriate standards and be non-punitive in nature.
5. In order to realise its aim of providing dignified and non-punitive detention, the Government seeks to ensure a high level of amenity within its detention centres. It is the Government's view that immigration detention should be undertaken in modern facilities consistent with our obligations for the duty of care for detainees and those charged with administration of that detention.
6. The two main types of facilities are Immigration Detention Centres (IDC) and Immigration Reception and Processing Centres. The former type of facility is mostly used to provide short-term accommodation for persons who have arrived in Australia by air and ports, overstayed their visa, or have otherwise breached visa conditions. The Immigration Reception and Processing Centres are intended primarily for processing unauthorised boat arrivals.
7. The VIDC mainly caters for visa overstayers and those whose visas are cancelled because they have failed to comply with their visa conditions. People refused entry to Australia at international airports and seaports are also detained there.
8. In accordance with Government policy, families with children would only be accommodated within a detention facility in exceptional circumstances and as a last resort. The period of detention will be as short as possible.
9. In the 2004/05 Budget the Government approved the construction of new facilities at the VIDC to replace ageing infrastructure and modernise security. These new facilities include flexible accommodation for some 200 people (replaces the existing Stage 1 High Security accommodation) and central services to support the whole of the VIDC. Note: There is no work being undertaken as part of this project to the 600 bed accommodation facilities within the Stage 2 and 3 areas of the existing facility. At the completion of the Redevelopment the total accommodation of the VIDC will remain at 800 (i.e. no change).
10. The new facilities include kitchen and dining areas, medical areas, main reception, visitor processing centre, education areas, active and passive recreational areas, accommodation, administration, interview/conference rooms, flexible use rooms, property stores, maintenance and bulk storage areas.

### **Villawood Immigration Detention Centre Background**

11. The VIDC is located on the site that was previously the Leightonfield Munitions Factory (established in 1941), then the Westbridge Migrant Hostel (established in 1949) and then the VIDC (established in 1976). The VIDC is operated utilising existing

buildings remnant from those previous uses, as well as buildings constructed specifically for detention related purposes (i.e. Stage 1 High Security Area).

12. In 2002 the Government sold the eastern half of the site to a private developer. Finance understands that this land will be developed for both residential (northern part) and light industrial (southern part) use.
13. Prior to the part site disposal in 2002 all surplus and redundant buildings on the whole site were planned to be demolished. During the course of this work asbestos contaminated soil was discovered and subsequently capped and fenced off for safety. Eight redundant buildings were retained for heritage reasons at this time.
14. The VIDC site was subsequently listed on the Commonwealth Heritage List in 2004.
15. The VIDC provides three levels of accommodation:
  - 1) Stage 1- higher security area (currently located approximately 200m east of the main facility);
  - 2) Stage 2- women and lower risk single men; and
  - 3) Stage 3- single men – medium to higher risk.
16. The VIDC typically accommodates short-term detainees who currently stay an average of approximately three weeks, however there are a small number of long-term detainees who have family links or special medical requirements that must be catered for.
17. In accordance with recent Government policy, families with children who are detained in NSW are generally accommodated in community based detention in the Sydney region.
18. In 2004 the VIDC had approximately 7,500 detainee movements both into and out of detention at the facility.
19. The VIDC currently has a total capacity for 800 detainees which includes provision for a surge in accommodation requirements. The VIDC has simultaneously held detainees of over seventy different nationalities, representing a wide range of personalities, backgrounds, ethnic and cultural groups all awaiting removal from Australia, appeals through the courts or resolution of their immigration status. In addition, the VIDC has a regular intake of former criminals who have completed a prison sentence and whose visa's have been cancelled on character grounds and they are awaiting removal from Australia. Meeting the requirements of this mix of detainees including religion, language, ethnic rivalries, low and high risk detainees, behavioural concerns and medical needs must be managed within the Centre.
20. The inflow and outflow processing of detainees is a 24 hour per day, 7 days a week activity that may occur at any time.
21. The VIDC needs to cater for up to several hundred visitors per day entering the Centre, seven days a week.
22. The VIDC is in the middle of the Bankstown community and a good relationship has been established over a number of years between the VIDC and the Bankstown City

Council (BCC) and adjacent residential neighbours. The Government wishes to improve the amenity of the VIDC site to maintain this relationship.

23. Following fires in December 2002 a section of the Stage 1 (High Security Area) facility was replaced with demountable accommodation buildings at a cost of approximately \$2.9 million. This figure includes the upgrade of the adjacent visitors centre.
24. An extension and refurbishment of the main reception area for Stages 2 and 3 (part of the Westbridge Building) at the VIDC was completed in September 2004 at a cost of some \$2 million. This work was urgently required at that time and options for its reuse in the Redevelopment are being assessed.
25. There are currently four works projects in progress within the centre or adjacent to it:
  - 1) Construction of a domestic style residential housing project (8 duplex townhouses each with 3 bedrooms) with a construction budget of \$3.6 million. This facility will be operational by mid 2006. This project was implemented in response to the Government's policy to provide domestic style accommodation for families with children;
  - 2) Refurbishment of the Stage 2 and 3 accommodation with a project budget of \$2.3 million. This is due for completion in mid 2006. This project was required to refurbish those areas showing excessive wear. It should be noted that except for the new dining rooms, there are no other new works being undertaken in the Stage 2 and 3 compounds as part of the Redevelopment;
  - 3) Upgrading of existing temporary facilities to provide improved accommodation for mental health, sporting activities, education and recreation with a budgeted cost of \$1.3 million. This is due for completion at the end 2006. This work is required as a temporary response to the relevant recommendations from the Palmer Report until the Redevelopment is completed; and
  - 4) Refurbishment of the existing kitchen to extend its viability in the short term and address operational and OH&S issues including replacement of unserviceable equipment at an estimated cost of \$0.17 million. This is due for completion in mid 2006. This work is urgently required to allow the existing kitchen to operate until the new kitchen is constructed.

### **The Need for the Work**

26. In general the VIDC needs to be upgraded to replace the ageing infrastructure, to provide appropriate facilities that meet general community standards, to improve the living conditions for detainees and improve operational efficiency and modernise security.
27. More specifically the need to carry out the proposed works at the VIDC is due to the following:
  - 1) Poor condition of existing buildings that do not meet current community standards:

Kitchen and Dining: A number of deficiencies in the kitchen and dining facilities have been identified including poor physical condition, old equipment and a number of Occupational Health and Safety (OH&S) related issues. (Note: The



refurbishment work described above at a cost of \$0.17 million will extend the viability of the existing kitchen until the new facility is completed.)

All core service facilities (i.e. kitchen, medical and education) are accommodated in transportable buildings that are nearing the end of their economic life. Repair and maintenance of these buildings is becoming increasingly uneconomical and they are becoming increasingly unsuitable for use.

The majority of the higher security accommodation in the Stage 1 facility is dormitory style with little privacy, bunk beds and common bathroom facilities.

The health services at VIDC are currently provided from a temporary facility with a limited economic life. This facility is inadequate in size and function to provide the appropriate services for the detainee population.

The Management Support Unit (MSU) is located within the Stage 3 compound and provides temporary accommodation for those detainees who require a higher level of management and supervision. It is an older building of brick and tile construction adapted for this use, but it is limited in its value due to the layout and inclusions. Only eight bedrooms are available in the MSU with two other rooms utilised for detention services staff and a TV room. Shortcomings within the MSU include inadequate accommodation and recreation options, limited privacy, poor observation and monitoring and low levels of amenity. Additionally its location within the Stage 3 compound is unsatisfactory, access is poor as are the recreation areas and other facilities generally.

2) Inadequacies of the existing site services infrastructure:

Power: Power supply is approaching the limit of its capacity. Recent works have been undertaken to enable a temporary improvement to the supply however this is a short term solution. Permanent works are required to ensure reliable supply and distribution.

Stormwater: Due to its age and inadequate capacity the stormwater system is subject to regular blockages and collapse and requires continuous maintenance.

Sewer Drainage: Due to its age and inadequate capacity the sewer system is subject to frequent blockages. The pipes themselves are more than 50 years old, are constructed of clay and require constant maintenance.

3) Forecast Increased Detainee Numbers:

The majority of non-compliance cases stem from people who overstay their visa or breach their visa conditions. Whilst the detainee occupancy rate at VIDC has been significantly lower than its maximum capacity of 800, the forecast trends indicate that the number of short term visitors to Australia is projected to increase in years to come. It is from these increasing visitor numbers that the majority of compliance cases will originate. Accordingly the gross number of people detected in breach of their visa conditions will increase proportionally in line with the increase in visitor numbers.

Statistical activity modelling prepared by DIMA indicates that the forecast number of detainees at the VIDC will be approaching 800 by the time the Redevelopment is completed in late 2009. The forecast increase in detainee population is based on the forecast increase in people visiting Australia.

4) Inadequate Medical facilities for the detainees:

The current transportable building is too small and inflexible to provide the necessary medical services for the detainee population, and is by nature of its age and construction a temporary facility that requires replacement at the earliest opportunity. In particular it does not provide the necessary accommodation to support the mental health services required for the site or the intensive medical observation of detainees.

5) Inadequate Recreation and Education options:

The existing recreational facilities include an internal courtyard to the Stage 1 High Security Area and small open areas within the Stages 2 and 3 compounds that are inadequate for the playing of ball games such as soccer or basketball. This is being addressed currently so as to improve facilities until such time as the planned playing fields and hard surface areas are available.

The existing education facility includes a classroom and a library in small transportable buildings. On occasion the recreation rooms may be utilised for educational purposes but they do not provide the amenity or facilities to conduct instructional activities in an appropriate manner.

6) Occupational Health and Safety:

The age and condition of some of the buildings, services, walkways and the general layout of the facility give rise to OH&S concerns. This is evident in areas such as the existing kitchen facility which is approximately 15 years old. The building fabric and cooking equipment has deteriorated to the point where considerable refurbishment will be required to enable the facility to meet functional, operational and OH&S requirements prior to its replacement by the Redevelopment.

In addition, the location of the kitchen and its attached food storage areas require large delivery trucks to enter the facility several times a day, mixing heavy vehicular and pedestrian traffic in a confined area.

7) Increasing Recurrent and Maintenance Costs:

It is anticipated that efficiencies and cost savings in the use of various resources such as power, water and energy can be achieved by judicious planning and contract negotiations with suppliers. This opportunity does not currently exist due to the ageing infrastructure which necessarily incurs high maintenance costs. The redevelopment project will include the upgrade and augmentation of services to permit these savings to be achieved through the introduction of building management systems, building orientation and appropriate materials.

The temporary nature of some of the existing buildings make them susceptible to damage which in the new buildings will be overcome through design and selection of robust fittings and materials.

8) Operational Inefficiencies:

Operational inefficiencies include:

- The separation of Stage 1 from the main centre results in a number of inefficiencies including the need to transport detainees between compounds, the need to transfer prepared food greater distances, greater movement of

administrative and interviewing staff and maintenance costs for two disparate campuses;

- Limited medical facilities results in higher costs for escorting detainees to external facilities such as medical and dental;
- The inability to provide detainees with reasonable access to a range of on-site facilities for recreation and education activities can increase boredom and dissatisfaction leading to increased security staffing level; and
- The use of low technology security measures (eg: padlocks and keys) requires higher staffing levels for detainees and staff to be able to move about the facility.

9) Implementation of Palmer Report Recommendations:

The Palmer Report made specific recommendations in relation to infrastructure at the Baxter IDC. While none of the recommendations were specifically related to the VIDC there are a number of recommendations which could be incorporated into the Redevelopment project, including:

- Installation of modern screening equipment at the entry to the facility;
- Modern and suitably sized visitor centre with an open and hospitable environment;
- Development of a MSU that is informed by the findings of the Royal Commission into Aboriginal Deaths in Custody;
- Provision of accommodation options for people who require a degree of supervision and management that is somewhere between open compounds and MSU or for individuals or groups who require temporary relief from their open compound or require intensive medical observation;
- Creation of 2 bedroom and 3 bedroom family units;
- Open up compounds allowing views outside the compound and the facility itself; and
- Create vegetable or flower gardens.

10) Flexibility for Accommodation Management:

The VIDC provides accommodation for a wide range of people who require different levels of supervision and management. The current infrastructure makes it difficult to separate conflicting groups of detainees, restricts the DSP's ability to respond quickly to changes in detainee numbers and provides little opportunity to separate short and longer term detainees. The existing Stage 1 area offers little flexibility to moderate the security levels to make alternative use of any of the areas whereas the redeveloped accommodation will permit use by different categories of detainees whether it be on the basis of ethnic, behavioural, religious or gender differences.

11) Security:

Security at the existing facility is a mixture of chainmesh and palisade fencing, electronic detection and deterrence, detection wire and the presence of security personnel. The existing security apparatus does not meet the standard of modern surveillance and protective equipment now available and is therefore less than

desirable. This results in higher human resource expenditure to achieve the required levels of security and movement throughout the facility.

12) Disabled Access:

Unassisted disabled access to much of the centre is difficult, including to some accommodation blocks, administrative areas and recreational facilities.

Accordingly, disabled access will be significantly improved in the redevelopment of the VIDC.

13) Car Parking:

There are currently approximately 175 car parking spaces on the site for visitors and staff, the majority of it in temporary or poorly defined areas. The Redevelopment will provide approximately 250 permanent and clearly marked car parking spaces which is slightly less than the forecast total peak parking demand of 280 car parking spaces.

## THE PROPOSAL

### General

28. The project scope is summarised as the construction of new facilities including flexible use accommodation, medical centre, active and passive recreation, education, detainee canteen, kitchen, dining rooms, car parks, main reception, visits centre, administration and staff amenities (DIMA and DSP staff), detainee interview/conference rooms, detainee induction rooms, multi-purpose rooms, management support unit, vehicle sally port, detainee property store, maintenance, bulk stores, security upgrade (technology and fencing) and the upgrade of site services.
29. The new flexible use accommodation will replace the existing Stage 1 facility that is located approximately 200m east of the main facility. The new accommodation will be located predominantly on the western side of the existing Stage 2 and Stage 3 facilities.
30. The future of the existing Stage 1 High Security facility will be determined following the completion of the Redevelopment project.
31. Many of the support services are currently accommodated in demountable buildings which will be removed with the Redevelopment proposal and replaced by permanent, fit-for-purpose facilities.
32. There is to be no upgrade or replacement of the existing Stage 2 and 3 accommodation facilities as part of this project however some refurbishment work is currently being carried out with a view to extending the life of the accommodation by up to 10 years and of the support facilities until completion of the Redevelopment.

### Options Considered

33. **Option 1 - Do Nothing:** If no work is undertaken, the continued use of the existing facilities will result in their further deterioration, high maintenance and recurrent costs, non compliance with some elements of occupational health and safety, non-compliance with current community standards for accommodation and continued operational

inefficiencies. Some facilities such as the kitchen/dining building will ultimately become unusable due to non-compliance with health standards.

34. The site services infrastructure (eg: power, water, sewerage etc) are already aged and in need of a major upgrade. Many detainee support facilities (eg: medical and mental health, education, catering and recreational) are currently housed in demountable buildings that are aged and deteriorating.
35. The 'Do Nothing' option is not acceptable in terms of improving the ongoing care and welfare of detainees and the facilities in which they are detained, the Government's duty of care to staff and contractors and the efficient use of financial resources.
36. **Option 2 – Greenfield Locations:** DIMA undertook a broad review of alternative 'greenfield' sites in consultation with Finance. At the time of the review, it did not identify a site that offered a better alternative to the redevelopment of the VIDC site that was available for development within the same timeframe.
37. In accordance with the Government's direction, a more detailed assessment of a greenfield option is to be carried out. It is intended that this assessment will be completed prior to the PWC Public Hearing and the Government informed of the result.
38. **Option 3 – Redevelop the Existing VIDC Site:** The redevelopment of the existing site involves the construction of new flexible use accommodation and support facilities for the whole site but excludes redevelopment of the Stage 2 and 3 accommodation. The advantages of this option include:
  - 1) There has been no opposition expressed by the surrounding neighbours or BCC to the current use of the site which is seen as part of the local community;
  - 2) It is located near public transport services (train and bus);
  - 3) It allows staged development of the facility;
  - 4) Land acquisition is not required;
  - 5) The site is adequate for the proposed redevelopment;
  - 6) It provides greatest advantage in terms of early project delivery; and
  - 7) Refurbishment work currently being undertaken at the existing Stage 2 and 3 accommodation compounds will extend their useful life for 10 years or longer.
39. A disadvantage to redeveloping the existing site is that some additional costs may be incurred to stage and manage the works whilst the facility remains fully operational. This additional cost has been estimated to be in the vicinity of \$3.8 million (or 2.5 to 3% of the construction cost).

### **The Preferred Option**

40. The current preferred option is Option 3, the redevelopment of the existing site. The land at Villawood is already owned by the Commonwealth and controlled by DIMA and it is adequate for the proposed Redevelopment. Present infrastructure can be utilised to maximum advantage, and both the Stage 2 and 3 accommodation compounds and the residential housing project are adjacent and will share support facilities, infrastructure and amenities.

## Environmental and Heritage Considerations

41. An Environment Impact Assessment (EIA) has been prepared by an environmental consultant and will be referred in March 2006, by Finance and DIMA, to the Department of Environment and Heritage (DEH) as required under the *Environment Protection and Biodiversity Conservation Act (1999) (EPBC Act)*. The outcome of the referral is hoped by April 2006.
42. There are four primary areas of environmental and heritage concerns identified in the EIA for the site:
  - 1) Contaminates:

Asbestos materials exist within a number of buildings and areas of soil contamination have been identified. With respect to the soil contamination a consultant will be engaged in March 2006 to determine the nature and extent of the contamination and prepare remediation and management plans.
  - 2) Fauna and flora impact:

There are no endangered fauna species on the site. The proposed redevelopment building work will require the removal of the majority of the trees that are on the site (except those within the Stage 2 and 3 compounds) due to the re-contouring of the site to enable the construction of building platforms. Some of the hollow bearing trees on the site were found to provide habitat for bats however a field study has shown that they are not an endangered species. A significantly degraded remnant of Cumberland Plain Woodland trees exists at the southern end of the site however the proposed redevelopment will retain a number of these trees in this specific area by appropriate design of the new car park.
  - 3) Landscaping:

A master plan for the landscaping of the whole site will be prepared and implemented as part of the project. The BCC will be consulted during the preparation of the landscape master plan.
  - 4) Impact on Surrounding Neighbourhood:

The impact of construction activity (i.e. dust, noise and traffic) will be managed through the preparation and implementation of appropriate management plans in consultation with the BCC. The impact on surrounding neighbours from the ongoing operation of the facility (i.e. visual amenity, boundary security cameras and lighting, 24 hour patrol vehicles, detainee recreational and social noise and public address system) will be managed through appropriate design, technology, landscaping and management plans.
  - 5) Heritage:

Following representation from the BCC, the Minister for Finance and Administration retained eight buildings to give consideration to the possible establishment of a small heritage precinct on the site. The VIDC site was listed on the Commonwealth Heritage List in 2004. As a number of these heritage buildings now conflict with the proposed redevelopment, it is proposed that one building (Magazine Hut) be retained in its current location, three buildings (Mess and two Nissen Huts) be relocated to either a location off-site or to a heritage precinct on-site adjacent to the western boundary and the remaining four buildings

(Kitchen, Boiler House (former Laundry), Child Care Centre Kitchen and Child Care Centre) be demolished following appropriate archival recording. The final location of the three relocated heritage buildings will be subject to a referral to the DEH and consultation with key stakeholders. The proposal to demolish the four buildings is on the basis that they are in poor structural condition and are contaminated.

### **Consultation**

43. Consultation with a number of stakeholders has occurred since the inception of this project, including meetings with the DEH, the BCC, the Immigration Detention Advisory Group (IDAG), NSW Department of Environment and Conservation, internally within DIMA (national and state offices) and DSP.
44. DIMA and Finance have met with the BCC on a number of occasions to discuss the redevelopment project and other related matters. The BCC did not indicate any opposition to the Redevelopment and was supportive of consideration being given to a number of issues including on-site car parking, landscaping (including along street frontages), heritage issues, access to existing transport links and minimising disruption to local residents during construction and subsequent operation.
45. A program of consultation with stakeholders will continue throughout all phases of the project and will include the following:
  - Mr Michael Hatton, MP, Federal Member for Blaxland;
  - Mr Joseph Tripodi, MP, State Member for Fairfield;
  - Councillors and executive of the BCC;
  - IDAG;
  - Adjoining neighbours (distribute a project information sheet);
  - NSW Department of Environment and Conservation; and
  - NSW Department of Planning.

### **Amount of Revenue to be Derived from the Project**

46. There is no revenue to be derived from this project.

## **TECHNICAL INFORMATION**

### **Project Location**

47. The VIDC is on two lots, the higher security area known as Stage 1 is on Lot 100 of 1.71 hectares and the main centre, known as Stages 2 and 3, is on Lot 102 of 16.8 hectares. The total site area is therefore 18.51 hectares in Deposited Plan 1041971. The VIDC is located at 15 Birmingham Avenue in the suburb of Villawood in Sydney's southwest, approximately 27km from the Central Business District. **Attachment 1** illustrates the location of the Villawood Centre.

### **Site Selection, Zoning, Master Planning and Approvals**

48. The VIDC site is Commonwealth owned and controlled by DIMA. The area is zoned for Commonwealth Purposes. State Government and Municipal Council approvals are not required for the project.
49. The site is constrained by urban development. The land use to the north and west is for residential purposes, the land to the south and southwest is light industrial. The vacant land to the east is proposed by the private developer for use as residential at the north end and light industrial at the south end.
50. A plan of the existing site plan and the draft site master plan for the project are provided in **Attachments 3 and 4** respectively.

### **Land Acquisition**

51. There is no requirement for the acquisition of any additional land.

### **Functional Design Brief**

52. A functional design brief has been prepared in close consultation with DIMA. This document defines the user requirements and acts as a point of reference throughout the project design phase.

### **Project Scope**

53. **Attachment 5** includes draft concept drawings of each of the facilities within the project scope.
54. A number of the facilities are being provided with the intent to normalise the detainees' life in relation to recreation, education and group interaction through improved facilities and amenity.
55. An outline of each element of the project scope is provided as follows:
56. New flexible use accommodation: This consists of six building blocks made up of 2 x 48 bedroom units (double storey) and 4 x 24 bedroom units (single storey) giving a total of 192 beds. Each standard bedroom will be approximately 10.4sqm and accommodates a maximum of 2 beds with individual ensuites (approximately 2.6sqm) attached. Six of these bedrooms have been designed for either two bed, disabled or double bed usage (approximately 10.8sqm) with attached ensuite (approximately 6.9sqm).
57. Each of the building compounds has its own discrete courtyard which provides approximately 45sqm of open space per detainee based on current planning. This is less than the preferred 50sqm per detainee due to the restricted size and slope of the site as well as the separation and access requirements between the accommodation compounds.
58. Medical Facility: The provision of appropriate medical and mental health facilities is a key focus of the project. DIMA is currently enhancing mental health services as part of a national health strategy for the provision of health services at each of its operational detention facilities.



59. It is currently the responsibility of the DSP to provide the required health services on the site and organise the transfer, if required, of detainees to external medical facilities and specialists.
60. A specialist design consultant (health planner) with experience in mental health planning in a detention environment will be engaged to assist in the design of the proposed medical facility.
61. The medical facility at VIDC will include elements of a community health service including treatment rooms, consulting rooms and a dental surgery. The medical facility will also include an observation/crisis care area which will accommodate detainees who require a higher degree of medical observation and care. In addition, a small in-patient area will be provided for detainees who are not well enough to remain in their usual accommodation or who require separation due to medical issues (eg: dangerous or communicable diseases). This area will be fitted with negative pressure air-conditioning.
62. Recreational Areas: Outdoor recreational areas will be provided, including a sports ground for soccer, cricket and other outdoors activities as well as a hard stand area for tennis, basketball or other ball games. An indoor multi-purpose hall will be provided for such sports as basketball, netball, volleyball, indoor soccer and a gymnasium.
63. Education Areas: The education facilities include a library, computer rooms, multi-purpose classrooms and a craft/art room. The purpose of these rooms is to allow the detainees to undertake training courses or formalised education, research areas of interest, increase social interaction and to widen their communication options.
64. Canteen/Hairdresser: A canteen shop will be included to provide detainees with the opportunity to purchase basic provisions such as snack foods, confectionary, magazines, cigarettes, phone cards and personal hygiene items. The canteen will be operated by the DSP on a not-for-profit basis. It is also intended to provide space for detainees to receive a haircut.
65. Central Kitchen: The quality of food (i.e. presentation, palatability, variety and temperature) is recognised as a key issue in the successful operation of detention facilities. A central fresh cook kitchen will be provided at the VIDC to cater for 800 detainees. The food will then be hot-boxed and transported to separate dining facilities in each accommodation compound.
66. The kitchen and associated food storage will allow for separate storage, preparation and cooking for different religious and cultural eating preferences of the detainees (eg: halal and non-halal, vegetarians and other ethnic food preferences).
67. Self Catering: Limited self cook facilities will be provided in each of the flexible use accommodation compounds to allow detainees to prepare their own meals or snacks on occasions. These facilities include a small kitchenette within the accommodation building and a BBQ facility within each courtyard.
68. Dining: Dining facilities will be provided for 800 detainees. Separate dining facilities will be provided for each compound in the new accommodation areas. New transportable buildings for dining will also be provided for each of the Stage 2 and 3

accommodation compounds. The hot-boxed food will be delivered from the central kitchen to a small servery within each dining room. The food will then be individually plated on selection by the detainee.

69. Visits Areas: The visitor facility provides a range of spaces to allow interaction between detainees and their visitors. For security purposes these are divided into contact and non-contact areas. The facility will be designed to accommodate between 250 to 350 visitors at any one time. The contact visit area has both indoor and outdoor spaces that allow visitors and detainees a range of options depending on the weather. Non-contact visit areas will only occur within the building with barrier separation. Outdoor areas may include children's play equipment and BBQ facilities. The visit areas will be flexible to allow for religious and other group activities (eg: marriage ceremony).
70. Main Reception: The new main reception facility will provide the corporate reception, visitor waiting and associated security checks through which all pedestrian traffic will enter the VIDC. This includes general visitors, DIMA and DSP employees, contractors and official visitors. The main reception also includes the staff amenities facility for both DIMA and DSP staff.
71. Administration Area (DIMA and DSP Offices): The DIMA and DSP offices will be collocated in the same building but with their own support facilities (i.e. staff rooms, toilets, equipment rooms etc) however the reception and conference rooms will be shared. The current planning will provide administrative office space for 151 DIMA staff and 19 DSP staff.
72. Detainee Interview / Conference Rooms: The existing facility is a transportable building with only 4 interview rooms. The proposed facility will include 11 detainee interview rooms and 1 conference room as well as support amenities. These 12 rooms are required to meet the forecast increase in case management interviews with detainees when the facility is at maximum capacity of 800 detainees. These rooms are to be used for meetings between detainees and DIMA caseworkers, external professionals and representatives (eg: lawyers, ombudsman, IDAG). The conference rooms are large enough to undertake teleconferencing.
73. Detainee Induction Rooms: The purpose of this facility is to provide the infrastructure for the inward and outward processing of detainees. The existing facility is too small (only 2 holding rooms), inefficient, has inadequate support amenities (2 toilets) and has no access to external space. The new facility will provide 8 holding rooms, 2 waiting lounges (with courtyard access) and 4 interview rooms. The interview rooms will be used for DSP detainee processing and initial general medical (including mental health) assessments.
74. Property Store: A property store will be provided adjacent to detainee induction for the storage of personal property. The design includes approximately 0.5 cubic metres of space for storage of general items (eg: suitcase, clothing) and a small dual key lockable safe for valuables or items not permitted inside the VIDC (eg: pocket knives).
75. Management Support Unit: This facility is only used for the short term accommodation of those detainees that require a higher level of supervision or management. The current facility has capacity for 8 detainees in single rooms located within the Stage 3

compound and is inappropriate with respect to privacy, monitoring and external recreation space. The new facility will have 10 single bedrooms, 2 recreational courtyards and separate rooms for activities, dining, medical and interviews.

76. **Vehicle Sallyport (Entry Lock):** The vehicle sallyport is a double gated drive-through structure through which all vehicles entering the VIDC must pass for security inspection. The structure is fully enclosed and large enough for coach access. All detainees who enter the facility by vehicle will pass through the sallyport. A back-up manually operated sallyport (which is not covered) will also be provided for use if the primary sallyport is inoperable and also to permit the entry of semi-trailers if required.
77. **Bulk Stores:** The bulk store holds the daily consumables for the VIDC operation (eg: fresh and dry food stuff, cleaning products, toiletries etc). The facility is located outside the perimeter security fence for ease of supplier access. Bulk items will then be broken down and delivered to point of use by DSP vehicles.
78. **Maintenance:** A maintenance facility will be located outside the perimeter security fence and will comprise a gardeners store, a general maintenance workshop and store, staff and manager offices and amenities.
79. **Security Systems:** The existing security and surveillance technology on site is dated, subject to high maintenance cost, does not meet the necessary monitoring requirements and does not support efficient management practices. The latest technology systems will be installed throughout the Centre and include such provisions as access control, alarm termination, monitoring and recording facilities, security cameras, backup power supply and duress alarm systems.
80. **Perimeter Security Fence:** A new perimeter security fence is required to enclose the additional space occupied by the new buildings being constructed. Due to the limited space available on the site, the perimeter security fence will be approximately 10m to the adjacent residential property boundaries at some points. Landscape treatment will be carried out to reduce the visual impact of the fence (eg: planting of mature trees along the northern boundary).
81. **Boundary Fences:** Property boundary fences separating Commonwealth property from adjacent property will be installed.
82. **Information and Communication Technology:** The current infrastructure is essentially copper based and inadequate for current data technology transfer. It is proposed that the new infrastructure will be an optical fibre backbone with high grade copper distribution. The system will integrate with the national DIMA network which carries both classified and unclassified data and voice communication.
83. **Site Infrastructure:** The site infrastructure (i.e. power, water, gas, sewerage etc) will be upgraded to accommodate the requirements of the redeveloped facility. Design and installation will be carried out in consultation with local supply authorities. New emergency power generators will be installed to ensure an uninterrupted power supply in the event of a mains failure.
84. **Car parks, Roadways and Footpaths:** There is currently limited parking available on site which contributes to congestion on adjoining streets. The redevelopment will

create approximately 250 car parking spaces for visitors, DIMA and DSP staff which is slightly less than the forecast total peak parking demand of 280 car parking spaces. Internal new roadways and footpaths will be constructed to segregate pedestrians from traffic and large vehicles from small vehicles.

85. Landscaping: Landscaping plans will be developed in consultation with BCC and in accordance with the recommendations from the environmental process. The landscaping work will provide visual buffering to adjoining neighbours, informal and passive recreation areas for detainees and enhance the existing general appearance of the VIDC.
86. Additional Facilities: The redevelopment will also include the provision of a commercial style laundry, waste disposal storage, undercover parking for internal distribution vehicles and garaging for transport and escort vehicles.

### **Immigration Detention Infrastructure National Standards**

87. DIMA has commenced a process to articulate and implement a policy basis for the provision of detention infrastructure.
88. In documenting the policy platform, DIMA has sought to bring together previous statements about the qualities of detention infrastructure, and look to the future in ensuring an appropriate level of amenity consistent with the Government's policy. Part of this process has included defining key terms used in regard to detention infrastructure, and providing real-world examples to illustrate the meaning of the key terms.
89. DIMA is also creating a draft set of "people focussed" national standards for the planning of IDCs and consulting widely in this process. Correctional, juvenile justice, mental health and aged care jurisdictions within Australia have been engaged, as well as Immigration Detention jurisdictions in the UK and Sweden. DIMA staff have visited correctional facilities in Australia and immigration detention facilities in the UK and Sweden. This process has demonstrated that there exists little in the way of formal standards for administrative detention infrastructure in those overseas jurisdictions, and that much of the Australasian Correctional Planning Framework is unsuitable for application to administrative detention in IDCs.
90. The draft policy documents and standards are in the final stages of initial development. They will then be circulated within DIMA for input prior to external consultation. DIMA envisages that third parties such as expert panel members, IDAG, the Ombudsman and others will be consulted prior to finalisation and promulgation of the policy and standards.

### **Codes and Standards**

91. The design of new facilities will conform to the relevant sections of the:
  - 1) Building Code of Australia;
  - 2) Relevant Australian Standards and Codes;
  - 3) *Environment Protection and Biodiversity Conservation Act 1999*;

- 4) *Occupational Health and Safety (Commonwealth Employment) Act 1991*;
- 5) *Building and Construction Industry Improvement Act 2005*;
- 6) National Code of Practice for the Building and Construction Industry 2005;
- 7) *Disability Discrimination Act 1992*; and
- 8) National Workplace Health and Safety Act and Regulations.

### **Planning and Design Concepts**

92. The general philosophy to be adopted with the design of the new facilities will incorporate the following considerations:
  - 1) the provision of cost effective and practical facilities of energy efficient design suitable for the climatic conditions;
  - 2) the adoption of conventional construction techniques and materials; and
  - 3) the consideration of whole-of-life costs during design and in the selection of finishes, plant and materials.
93. With respect to the administration facility, maximum flexibility will be provided in internal office design and partitioning. Except where the need for security or noise reduction dictates otherwise, minimum use will be made of structural internal walls or columns. Building services will be compatible with this requirement.
94. With respect to detainee facilities the materials and fittings will be designed to minimise wilful damage and minimise the potential for self-harm. The design will also balance the requirements for detainee privacy as well as observation by the DSP in order to maintain safety and the good order of the facility.
95. This project will:
  - 1) Maximise the use of existing infrastructure to minimise capital facilities costs;
  - 2) Utilise readily available and durable materials that combine long life with minimum maintenance;
  - 3) Be cognisant of the surrounding land use; and
  - 4) Enhance landscaping and the preservation of the visual environment.
96. The project includes the supply and installation of all furniture, fittings, equipment, communication and security requirements.

### **Acoustics**

97. Acoustic treatment will be designed into the facilities to ensure detainee privacy, isolation of mechanical equipment noise and to minimise inconvenience to adjoining neighbours.

### **Energy Management and Lighting**

98. A key design focus enunciated within Commonwealth energy policy is improved energy management to ensure ecologically sustainable development and the reduction of greenhouse gas emissions. The design of all power supply, electrical and mechanical

equipment will include an assessment of energy use applying life cycle costing techniques and power demand analysis, energy efficiency being a key objective of the project.

99. The redevelopment will incorporate building management systems, electrical metering and other provisions to measure, manage and audit energy use.
100. To reduce energy consumption and consequential greenhouse gas emissions, lighting will be controlled, where possible, by photoelectric switches in conjunction with time switch schedules. This will include provision of movement sensor controlled lighting to intermittently occupied areas. Lamps will be high efficiency fluorescent, compact fluorescent or discharge types. External lighting will be designed to minimise glare and colour distortion particularly with respect to light spill into neighbouring properties. Where appropriate, time switches will be installed at air conditioner controls to reduce running costs when premises are unoccupied.
101. However it should be noted that detainees will have the ability to directly control the air temperature within their own bedroom even though this may detract from energy efficiency.

### **Environmentally Sustainable Design**

102. The Government has set specific energy-efficiency targets that require a reduction in greenhouse gas emissions from all Government facilities. DIMA is working towards the achievement of these emission levels as part of their new construction and refurbishment programmes.
103. DIMA has initiated a National Environment Policy to promote sound environmental management. The policy aims to reduce energy consumption to meet or better Commonwealth usage targets. Furthermore, the policy also commits DIMA to practicing green procurement by including environmental considerations when purchasing and contracting.
104. The requirements for environmental excellence and consideration of the principles of Environmentally Sustainable Design (ESD) have been included in the functional design brief for the VIDCR project with the efficient use of energy being a central consideration.
105. The design of the facility will also incorporate water conservation fittings (eg: shower heads) and controls (eg: shower timers). Landscaping will also be designed to minimise water consumption. The re-use of 'grey' water will also be considered.

### **Provision for People with Disabilities**

106. The design of all the new facilities, including landscape design and footpaths, will comply with the Building Code of Australia and Australian Standard AS1428.1.

### **Fire Protection**

107. The following philosophy has been adopted in respect of the design of the fire protection systems:

- 1) All construction and fire protection requirements will meet or exceed the provisions of the Building Code of Australia and all other applicable Codes and Standards;
- 2) Whilst the DSP is trained and equipped to undertake a first response to any fire within the Centre, the NSW Fire Brigade will be consulted during the design of the facilities and preparation of operational fire fighting procedures;
- 3) The project will ensure that appropriate certification is obtained from a qualified Certifier that the design and construction meet the requirements of the Building Code of Australia, Australian Codes and Standards and relevant supply authority requirements;
- 4) Any departures from Building Code of Australia requirements for the project will be technically assessed by an independent fire protection specialist; and
- 5) The construction contractor will be required to produce a Quality Assurance Plan and provide Certification to clearly show how the Building Code of Australia, Australian Standards and Codes and any additional requirements in relation to fire protection and fire safety will be met and maintained.

### **Occupational Health and Safety**

108. The facilities will comply with DIMA's Occupational Health and Safety policy, the *Occupational Health and Safety (Commonwealth Employment) Act 1991* and Occupational Health and Safety (Commonwealth Employment) (National Standards) Regulation.

### **Landscaping**

109. A landscape master plan will be prepared for the whole site in consultation with the BCC and after consideration of the recommendations from the environmental process. In principle the landscaping will be water efficient, low maintenance and suitable for detainee recreational use. Areas will be provided for detainees to grow plants and vegetables. The landscaping will also provide visual buffering to adjoining neighbours.

### **Child Care Provisions**

110. Child care facilities will not be provided for DIMA or DSP staff dependants however a carer's room will be included in the administration building design in accordance with the DIMA Certified Agreement 2004-2007.

## **ECONOMIC AND SOCIAL IMPACTS**

### **Cost of Works**

111. The estimated out-turn cost for the VIDC Redevelopment project is \$175.83 million (excluding GST). A Confidential Cost Estimate, which breaks the project into specific cost elements, will be provided separately to the PWC.

## **Construction Workforce**

112. Over a construction period of some 2 years, an average of about 60 – 100 people will be directly employed on construction activities. In addition, it is anticipated that construction will generate further job opportunities off-site from design and the supply, manufacture and distribution of components and materials.

## **Timings**

113. Subject to Parliamentary approval of the project, early works are planned to commence in mid 2007 following the completion of the design. High priority facilities (i.e. medical, kitchen, dining, recreation and some accommodation) will be completed by late 2008. The whole project is programmed for completion in late 2009.

## **Hours of Work**

114. All construction works will be undertaken during normal site working hours which is typically between 7am and 5pm Monday through Friday, and 8am and 5pm on Saturdays. It is not expected that any site construction activity will take place on Sundays.
115. Some VIDC operational activities (eg: security measures) may impact on the hours of construction work and will be managed in the contract and contract administration procedures.
116. The construction contract will require that those activities (eg: noise, dust, vibration, early concrete pours etc) that impact on the amenity and safety of the detainees and adjoining neighbours must be managed pro-actively so as to minimise their impact.

## **PROJECT DELIVERY AND PROGRAMME**

### **Project Delivery**

117. The Government determined in 2002 that Immigration Detention facility developments would be funded through the Budget without recourse to private financing.
118. A project delivery strategy document was prepared for the VIDC project that assessed the application and risks associated with five standard project delivery options.
119. The traditional (fully documented) strategy was found to be the best option to deliver the project particularly given the VIDC's operational activities and security requirements. DIMA's need for early delivery of critical facilities will be addressed by early works and/or separable portions within the main works contract.
120. The staging of works for the project involves the early delivery of the medical centre, kitchen, dining room, recreation and some of the flexible use accommodation facilities due to the poor condition of the existing facilities and the need to provide improved detainee amenity as soon as possible.



## Preliminary Project Programme

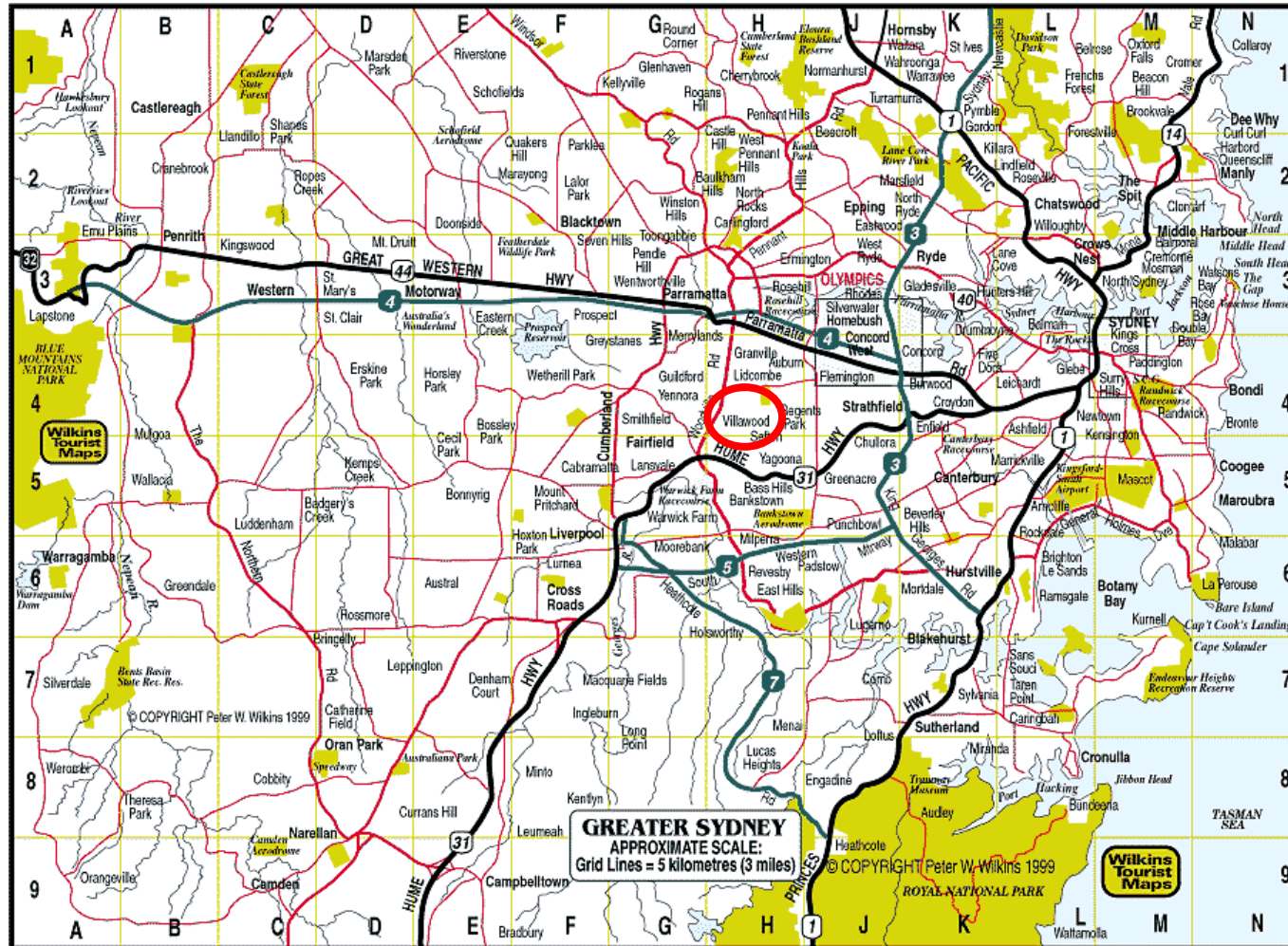
121. The following preliminary project programme illustrates key project milestones based on a traditional delivery strategy:

<b>VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT MASTER PROGRAMME KEY MILESTONES TRADITIONAL DELIVERY STRATEGY</b>	
<b>Task Name</b>	<b>Forecast Completion Date</b>
Functional Design Brief Completed	February 2006
Environment and Heritage Elements completed	February 2006
Public Works Committee (PWC) – Referral submitted	February 2006
Concept Design Completed (for PWC)	February 2006
Prepare Request for Tender Contract and Documentation	March 2006
Public Works Committee - Public Hearing	March 2006
DEH Referral approved (assuming uncontrolled action)	April 2006
Public Works Committee - Parliamentary Approval	May 2006
Project Schematic Design Completed	July 2006
Developed Design Completed	January 2007
Award Contract for Head Contract	November 2007
<b>Early Deliverables</b>	
Recreation Facilities completed	August 2008
Medical Facilities completed	September 2008
Flexible Use Accommodation, Kitchen and associated dining facilities completed	September 2008
<b>Remaining Facilities</b>	
Construction Complete	August 2009
Commissioning and Handover	September 2009

## **ATTACHMENTS**

- 1. Locality Plan**
- 2. Aerial Photograph of Existing Site**
- 3. Existing Facilities Site Plan**
- 4. Site Master Plan**
- 5. Draft Building Plans**
- 6. Preliminary Master Project Programme**

Attachment 1  
Locality Plan



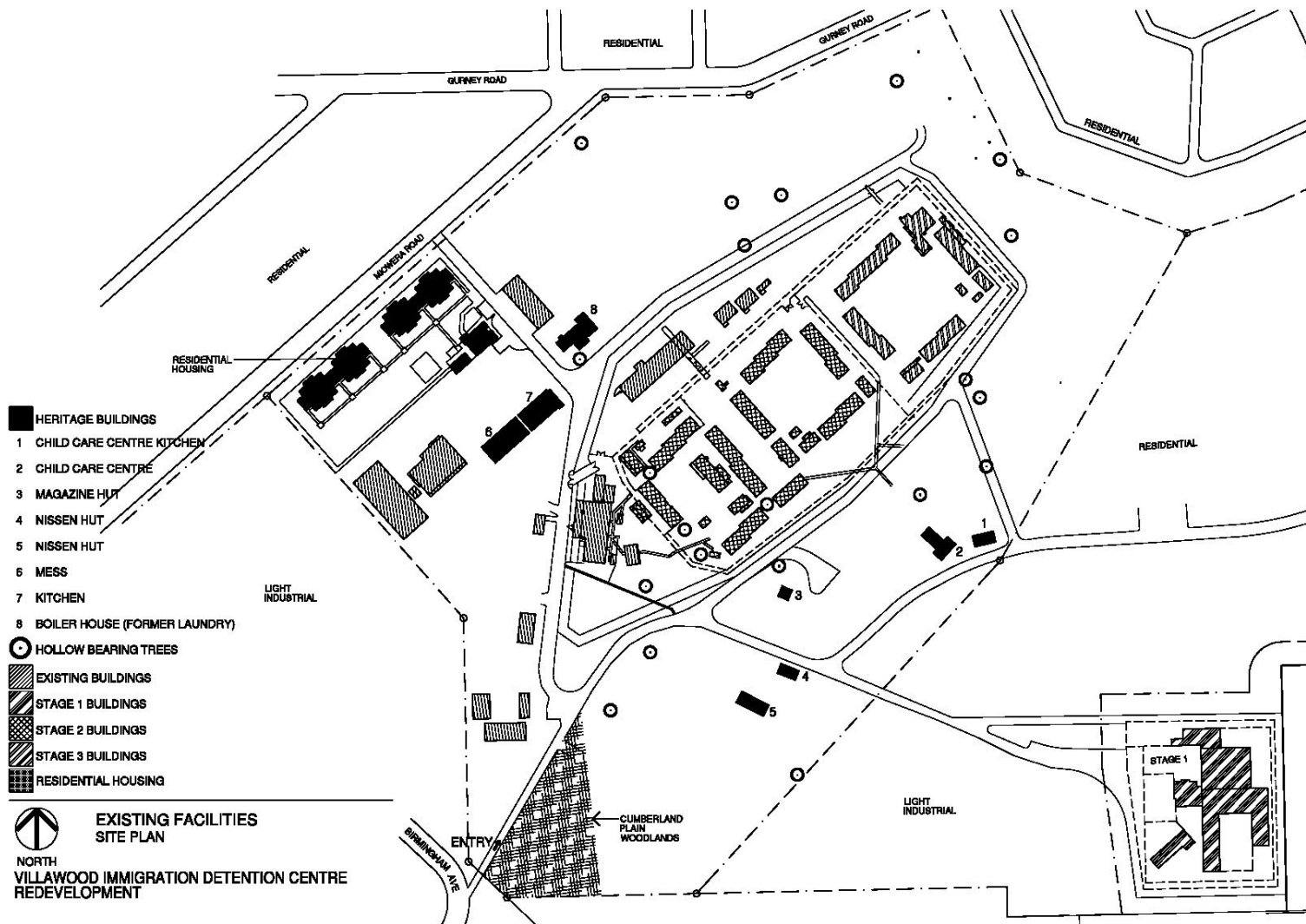
Location Plan



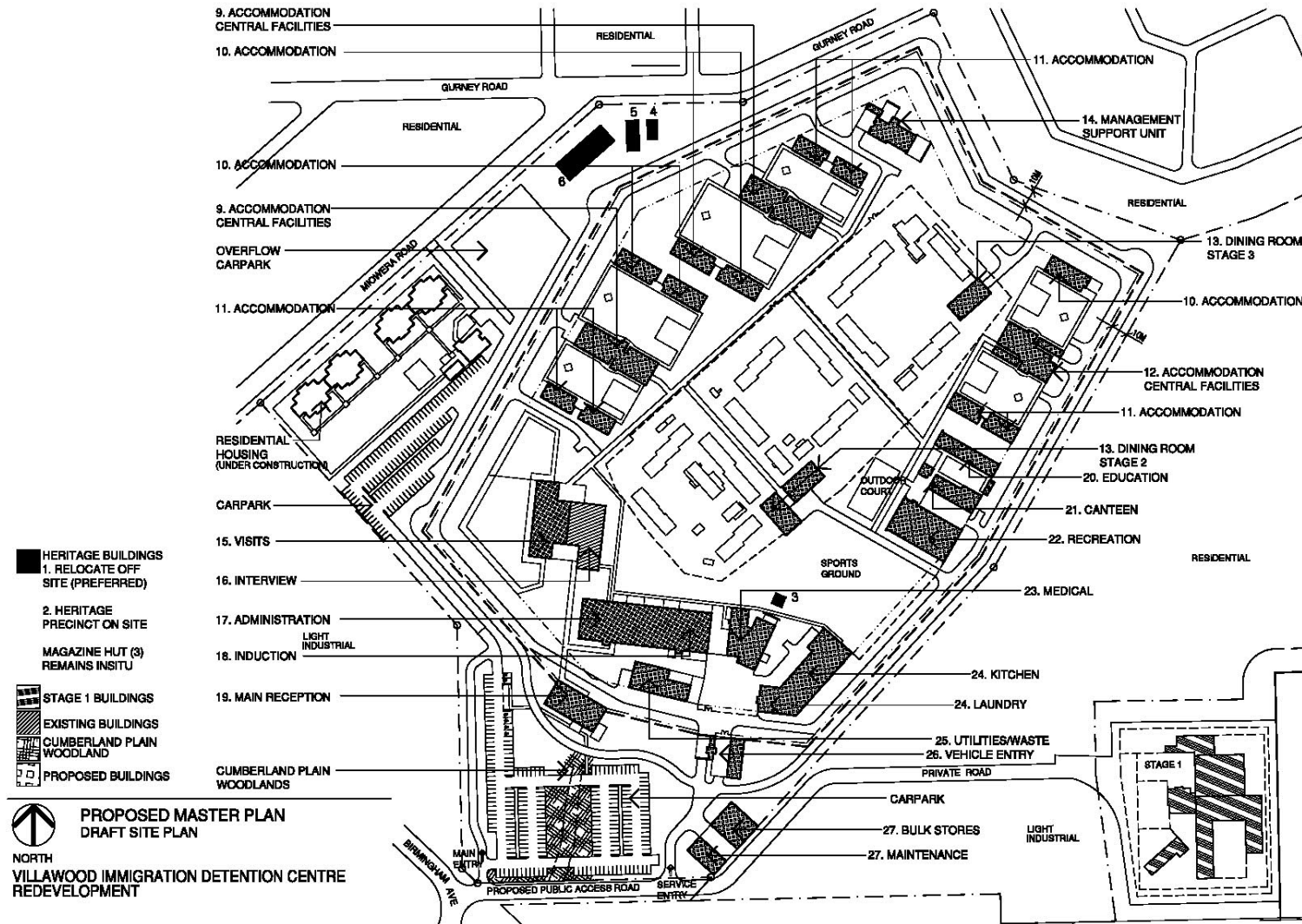
# ATTACHMENT 2 Aerial Photograph of Existing Site



**Attachment 3  
Existing Facilities Site Plan**

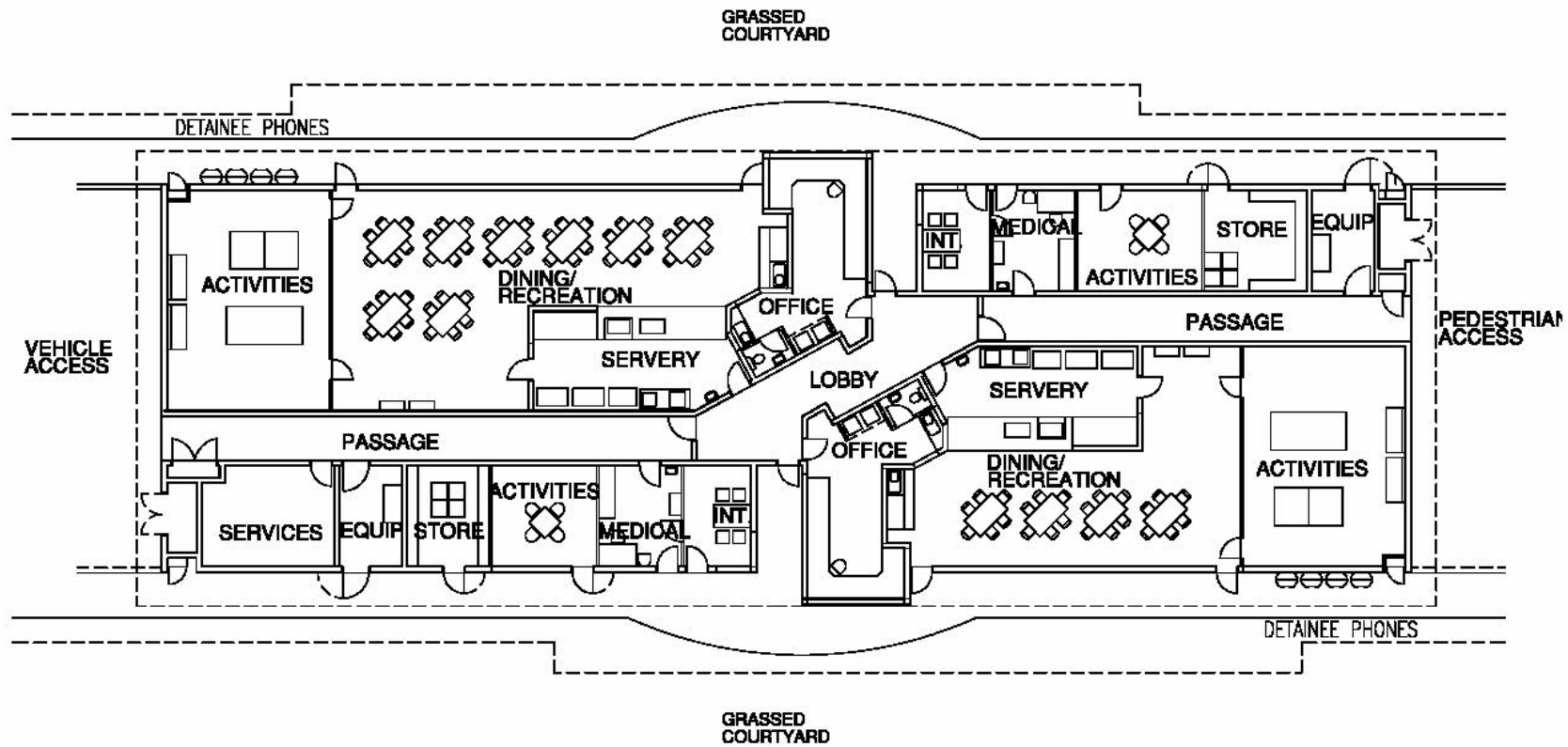


**Attachment 4  
Site Master Plan**

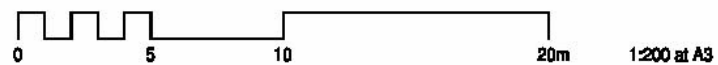




**Attachment 5**  
**Draft Building Plans**

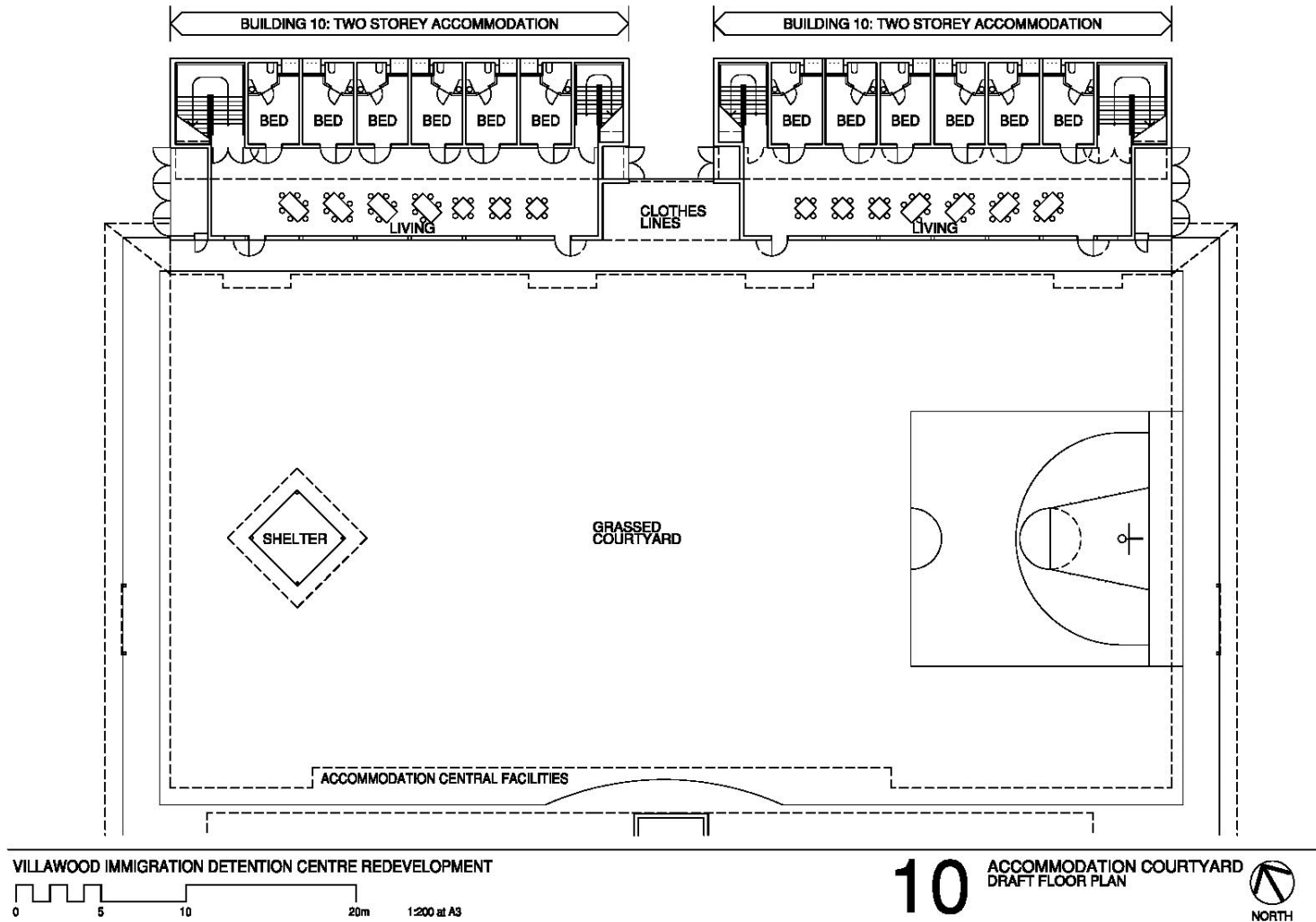


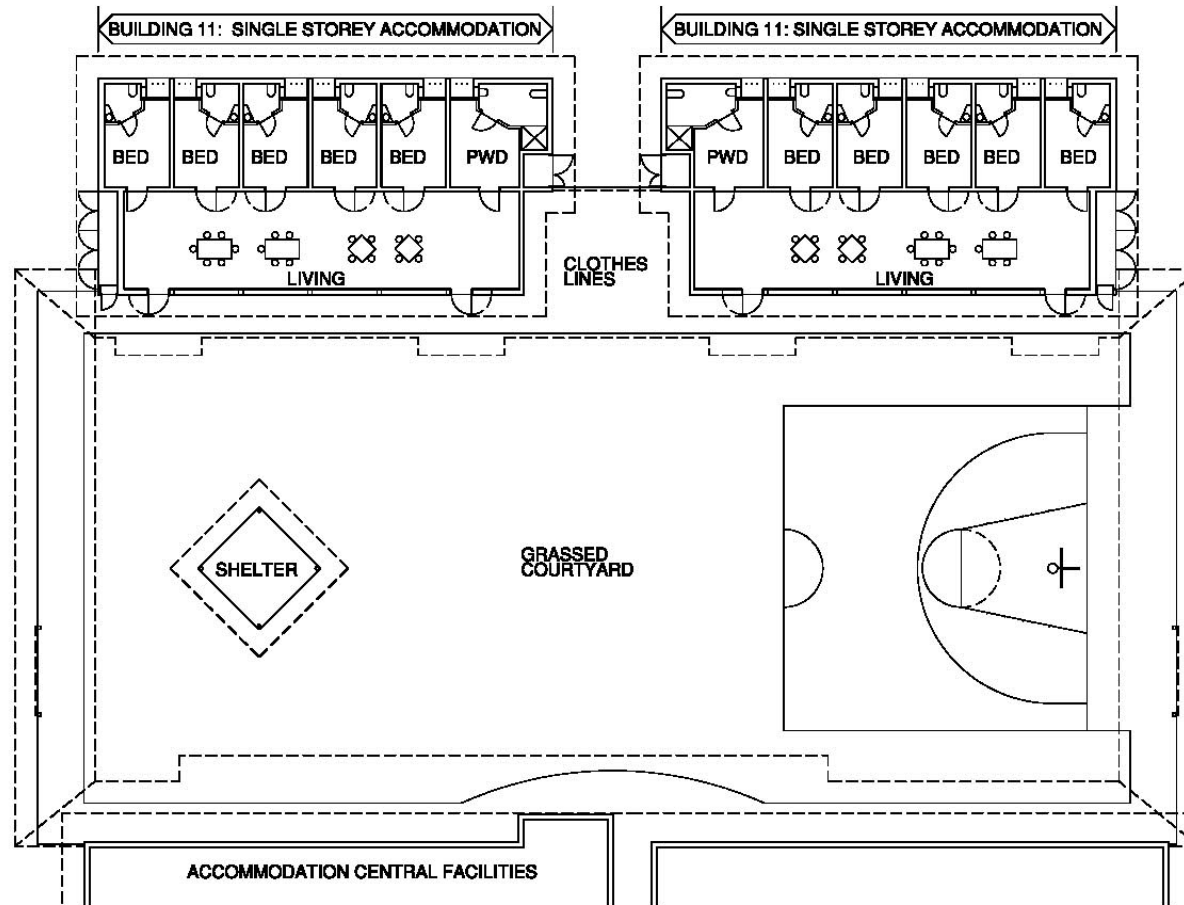
VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT



**9** ACCOMMODATION CENTRAL FACILITIES DRAFT FLOOR PLAN







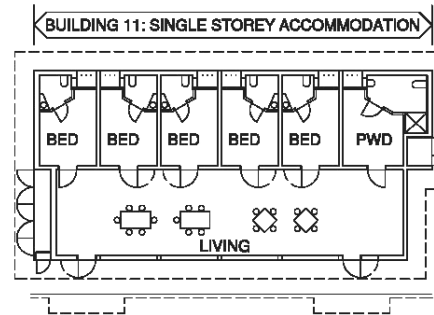
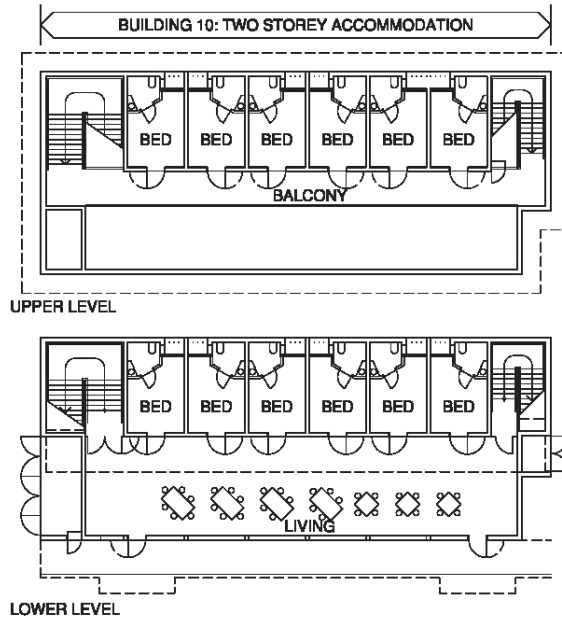
VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT



11

ACCOMMODATION COURTYARD  
DRAFT FLOOR PLAN



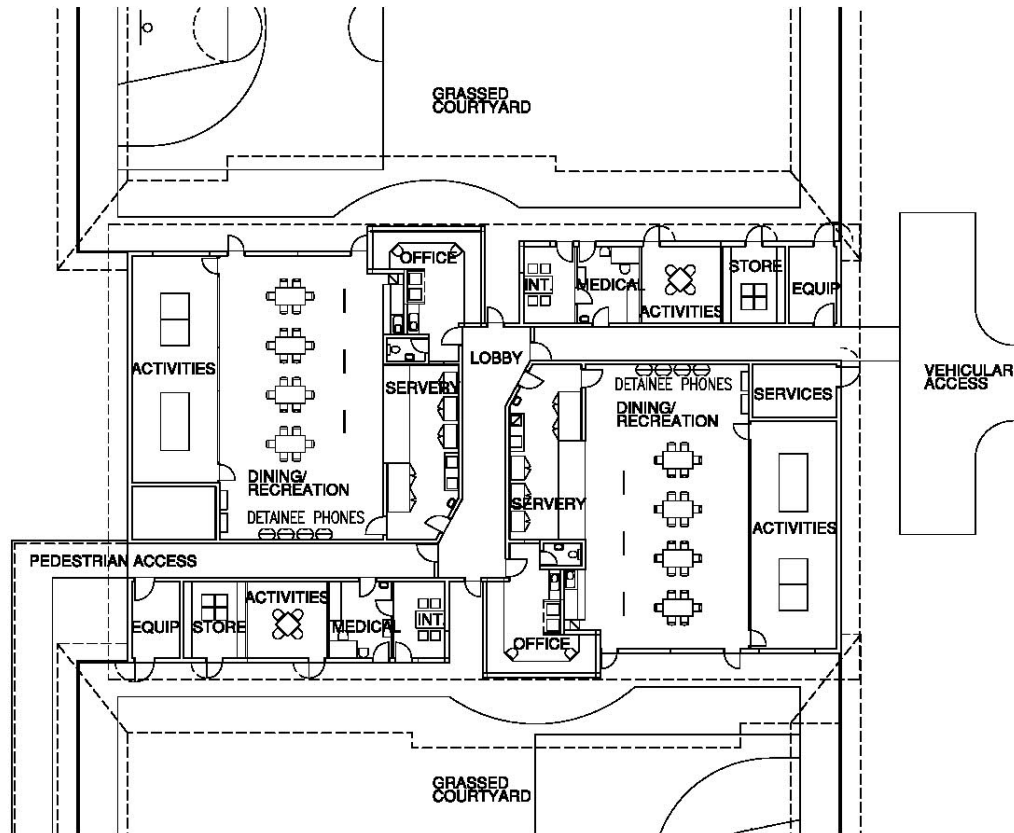


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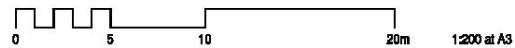


10, 11 ACCOMMODATION DRAFT FLOOR PLANS





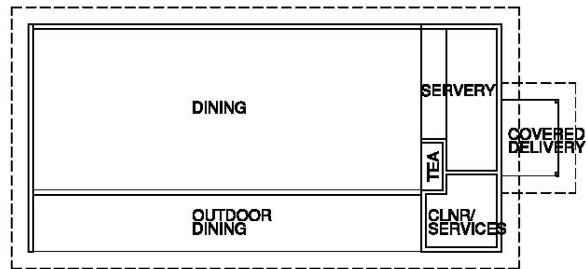
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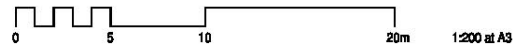
12

ACCOMMODATION CENTRAL  
FACILITIES  
DRAFT FLOOR PLAN





VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT

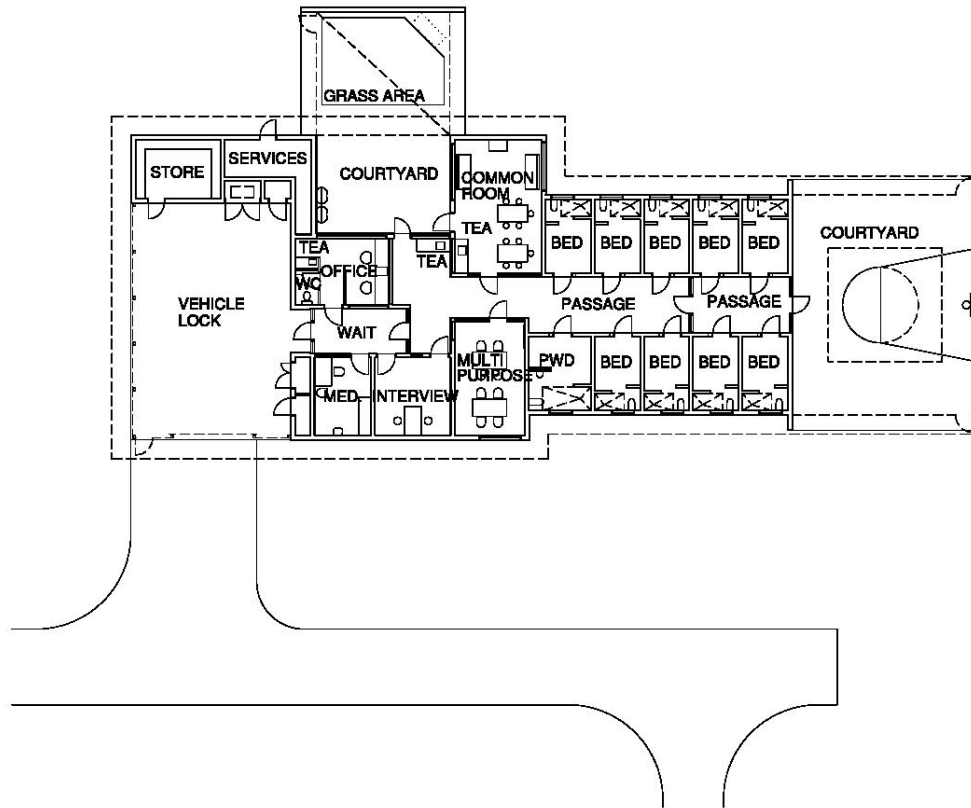


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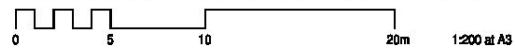
DINING STAGE 2 STAGE 3  
RELATIONSHIP DIAGRAM FOR  
FURTHER DEVELOPMENT IN  
DESIGN STAGES



NORTH



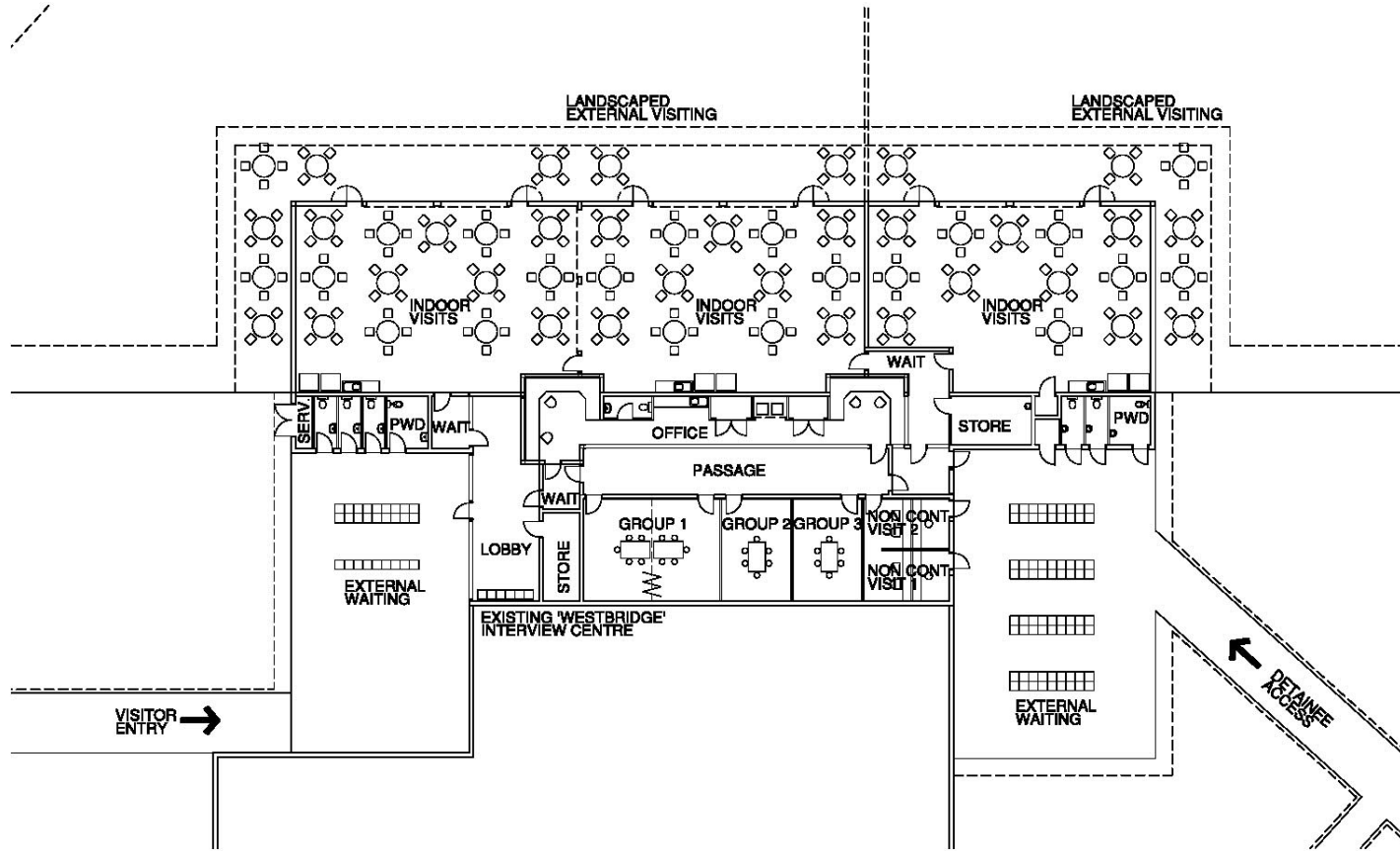
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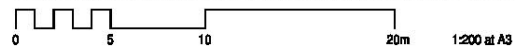
**14** MANAGEMENT SUPPORT UNIT  
DRAFT FLOOR PLAN







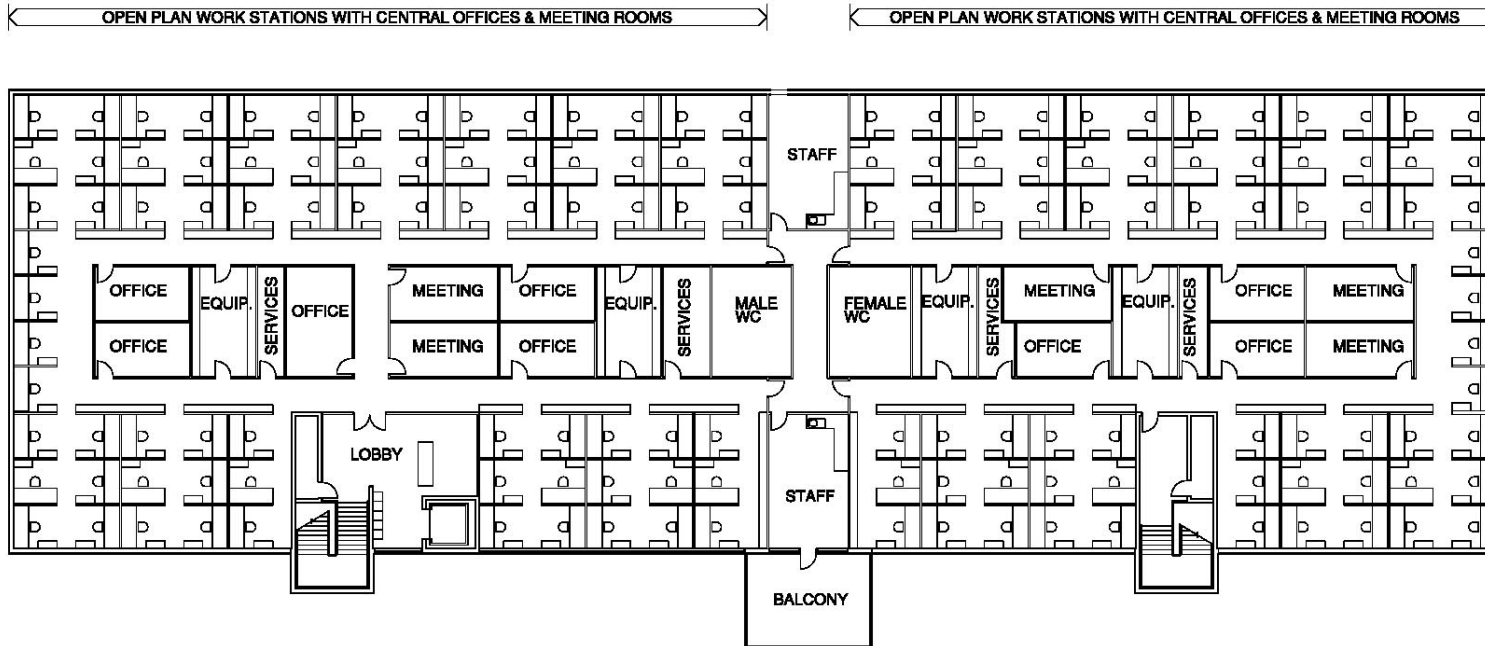
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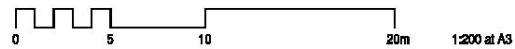
15, 16

VISITS/INTERVIEW  
DRAFT FLOOR PLAN





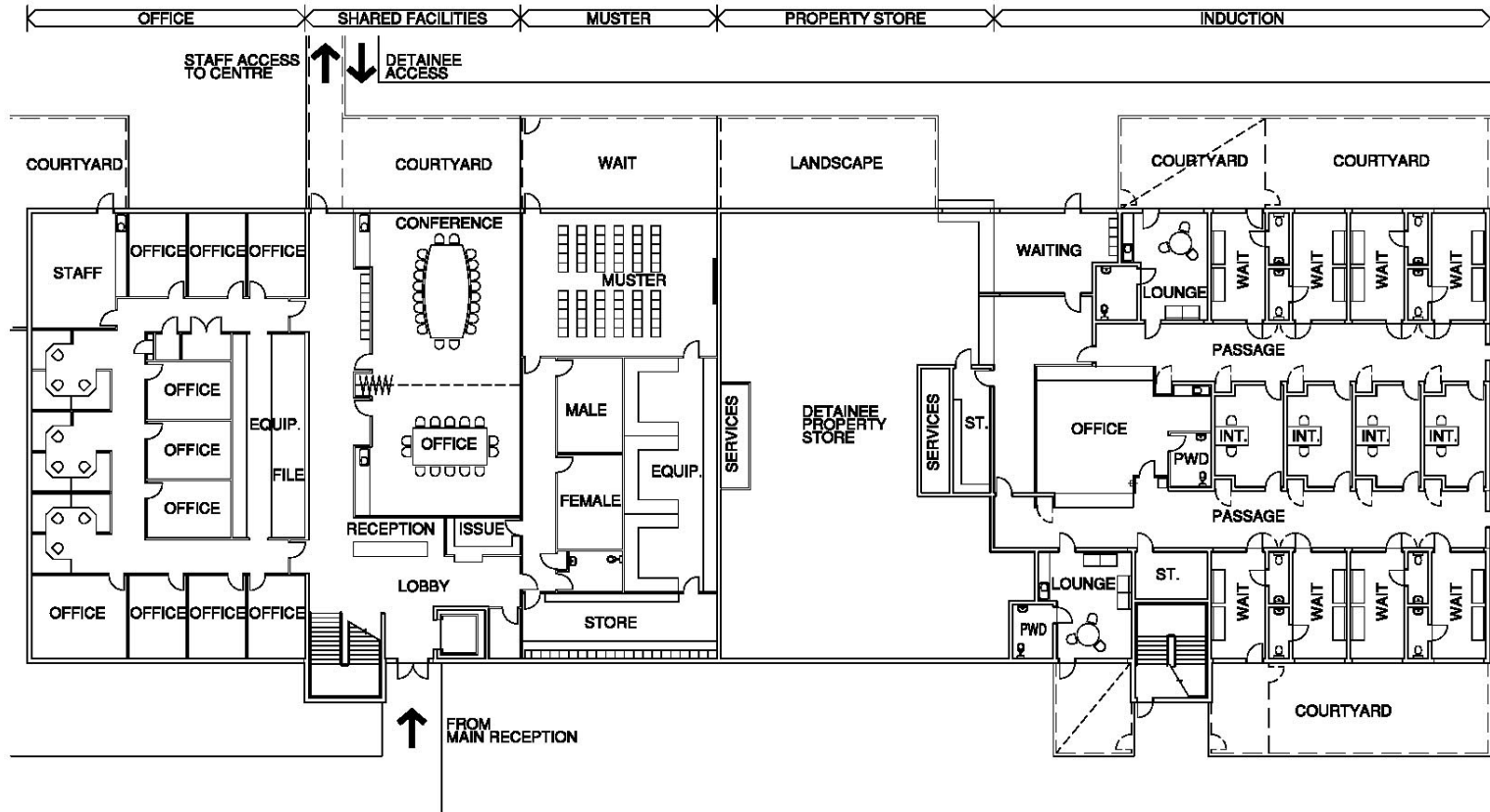
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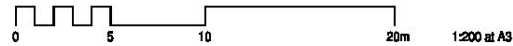
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ADMINISTRATION  
DRAFT UPPER LEVEL FLOOR PLAN





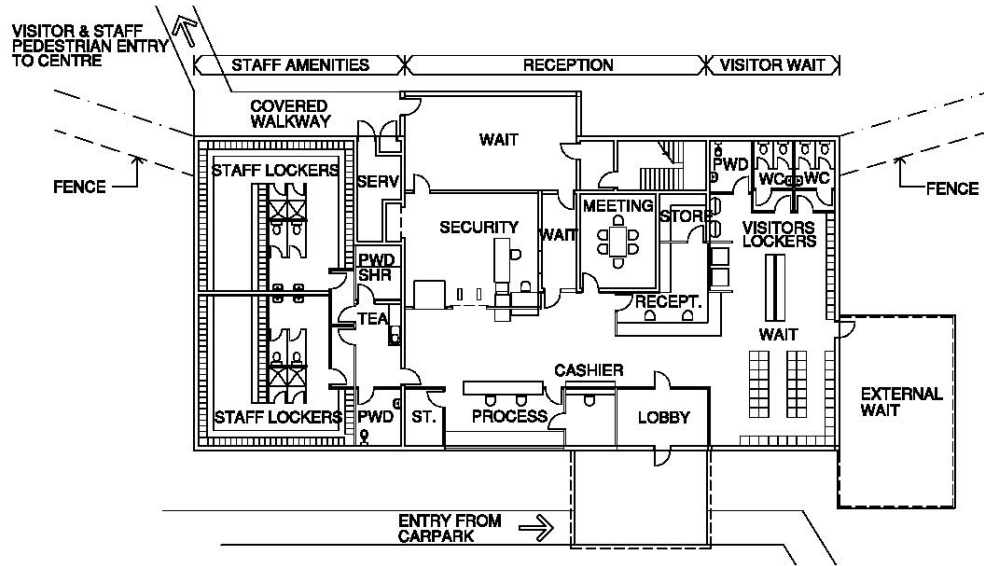
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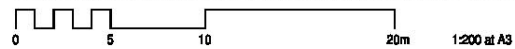
17, 18

ADMINISTRATION/ INDUCTION  
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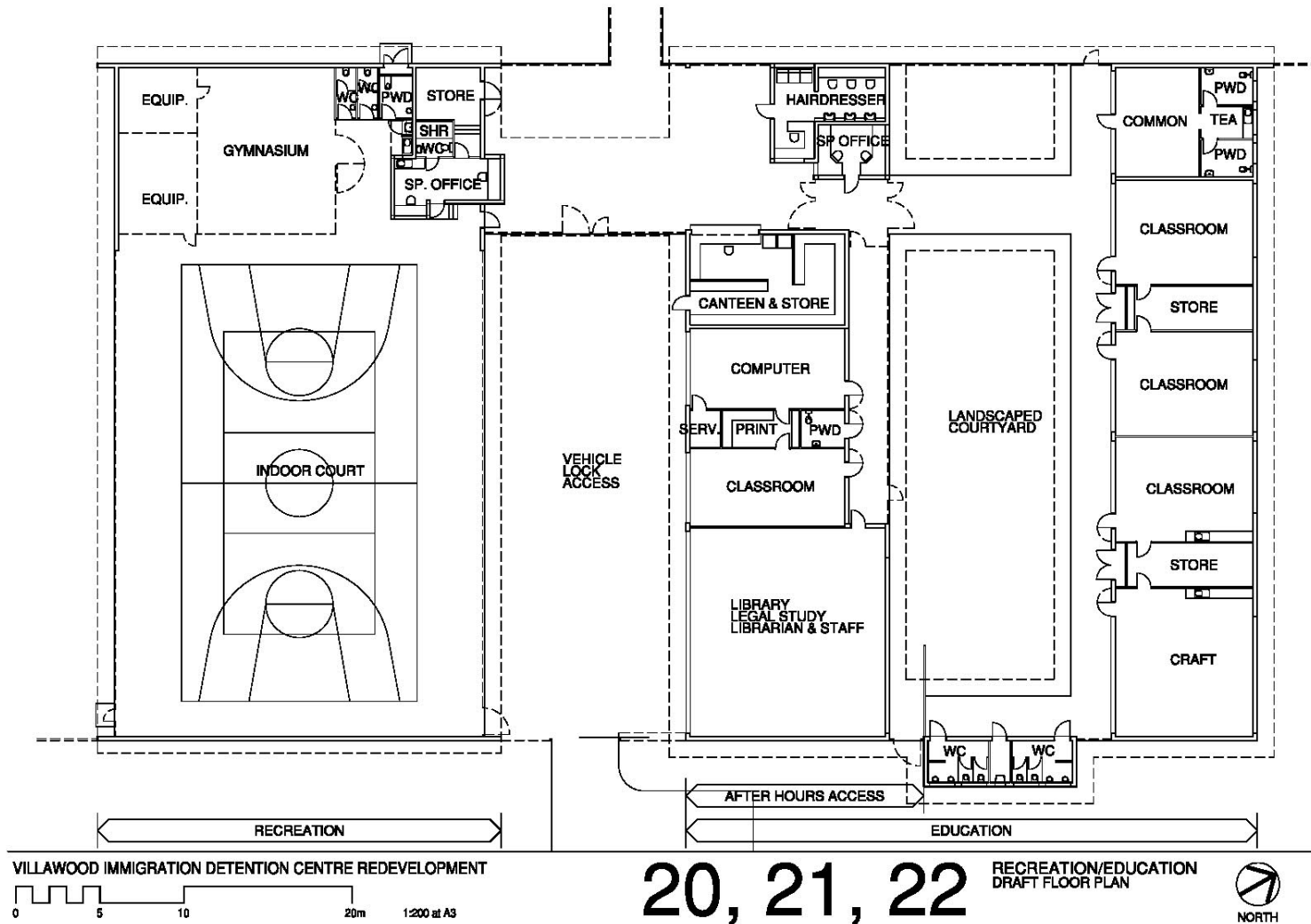
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19

MAIN RECEPTION  
DRAFT LOWER LEVEL FLOOR PLAN

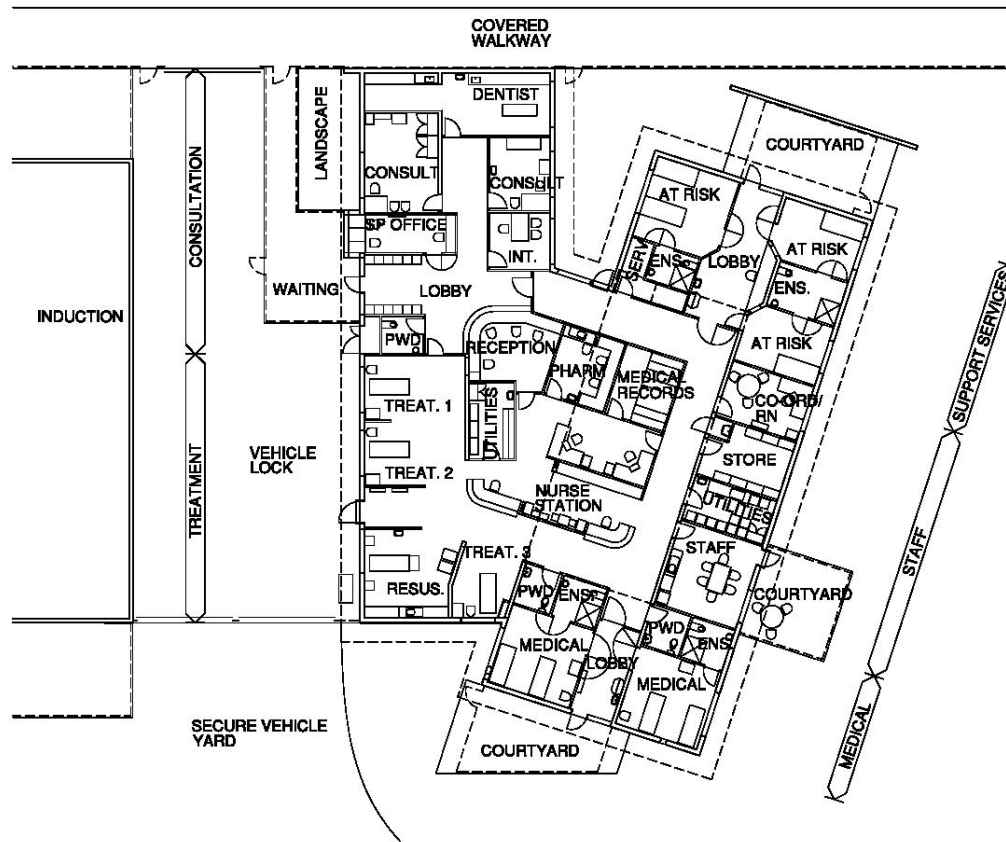




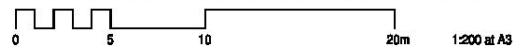
20, 21, 22

RECREATION/EDUCATION  
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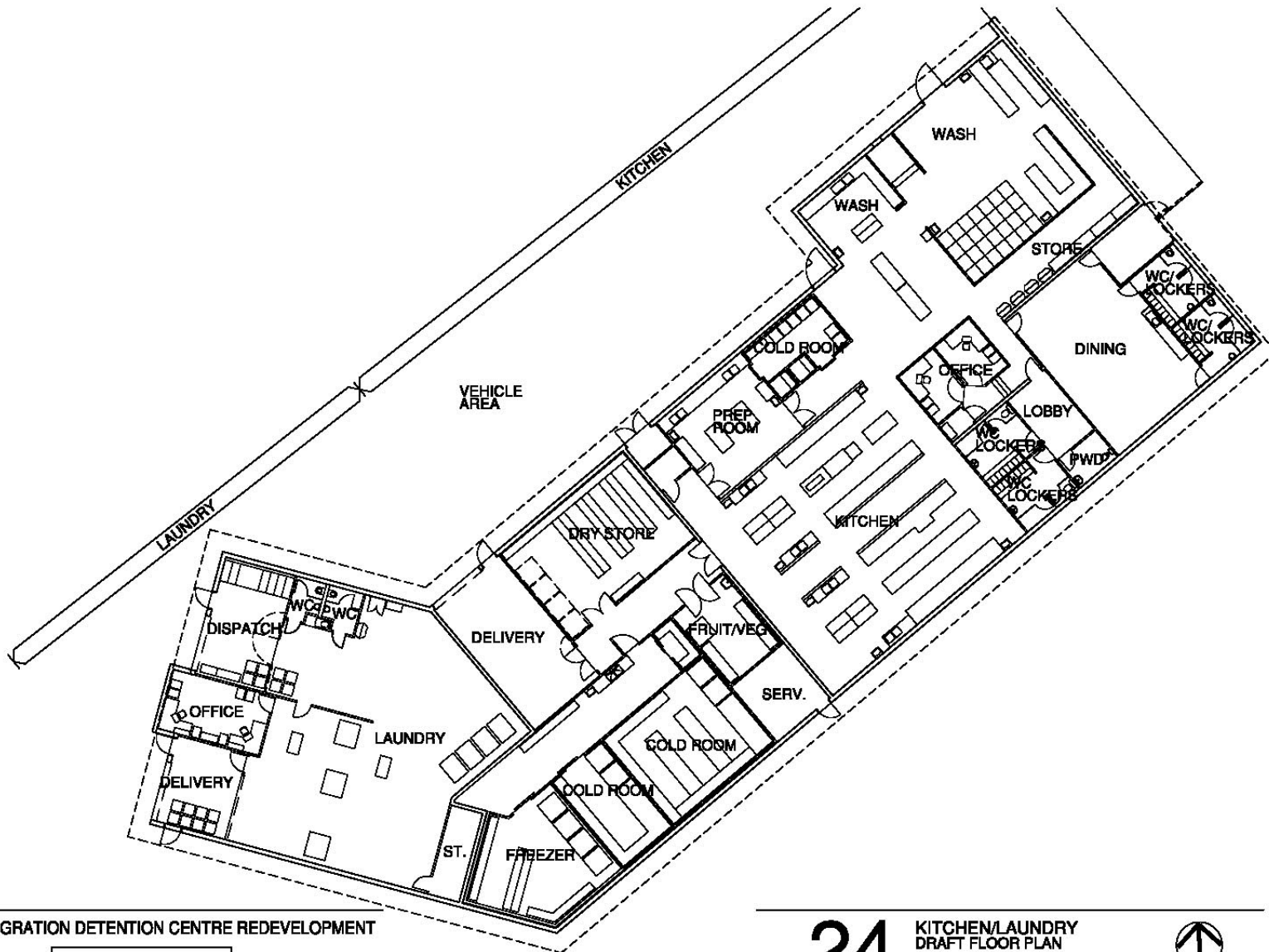
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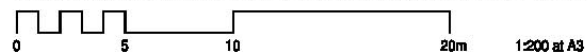
23

MEDICAL  
DRAFT FLOOR PLAN



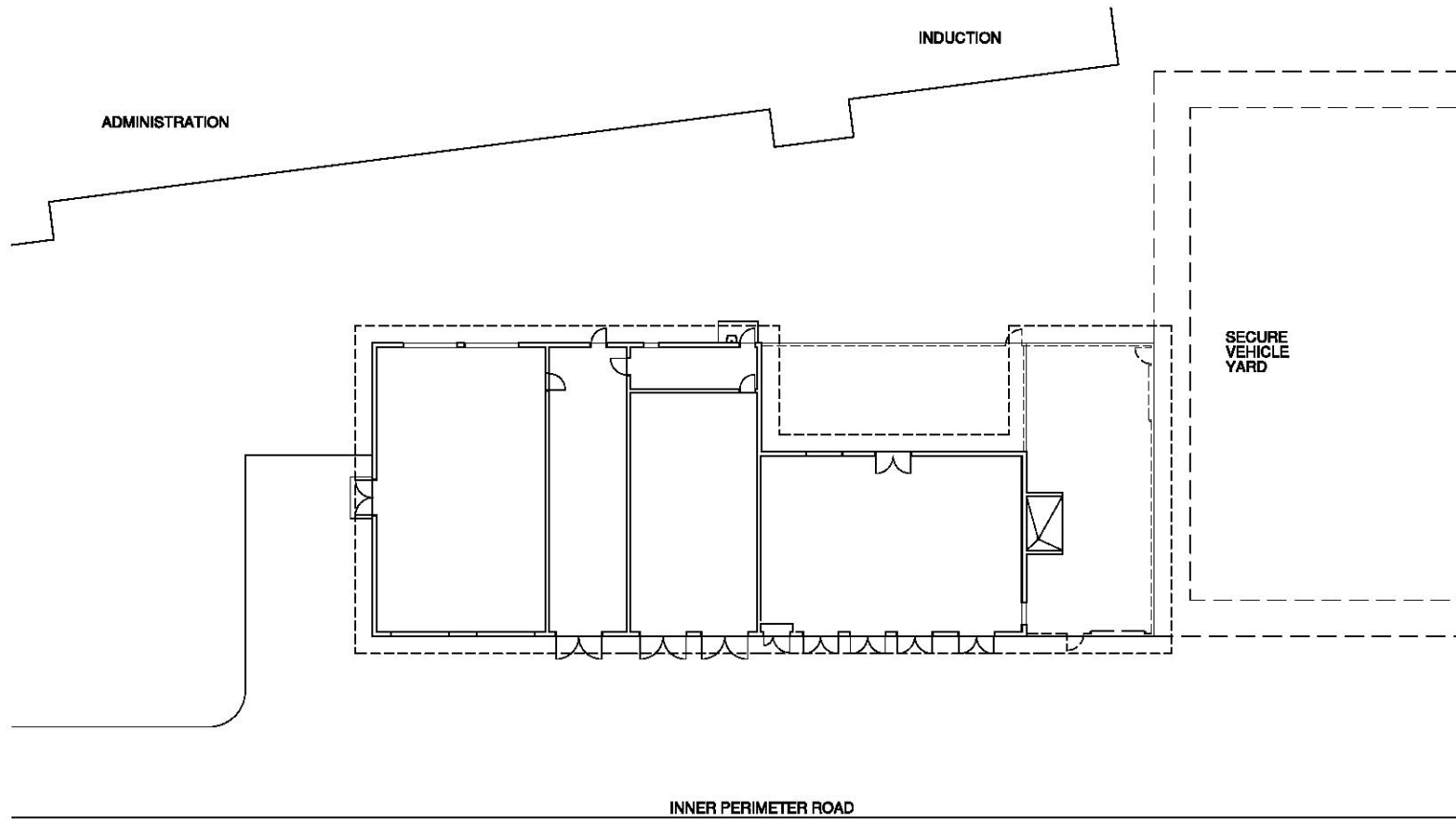


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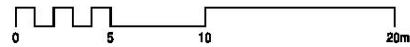


**24** KITCHEN/LAUNDRY  
DRAFT FLOOR PLAN





VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT



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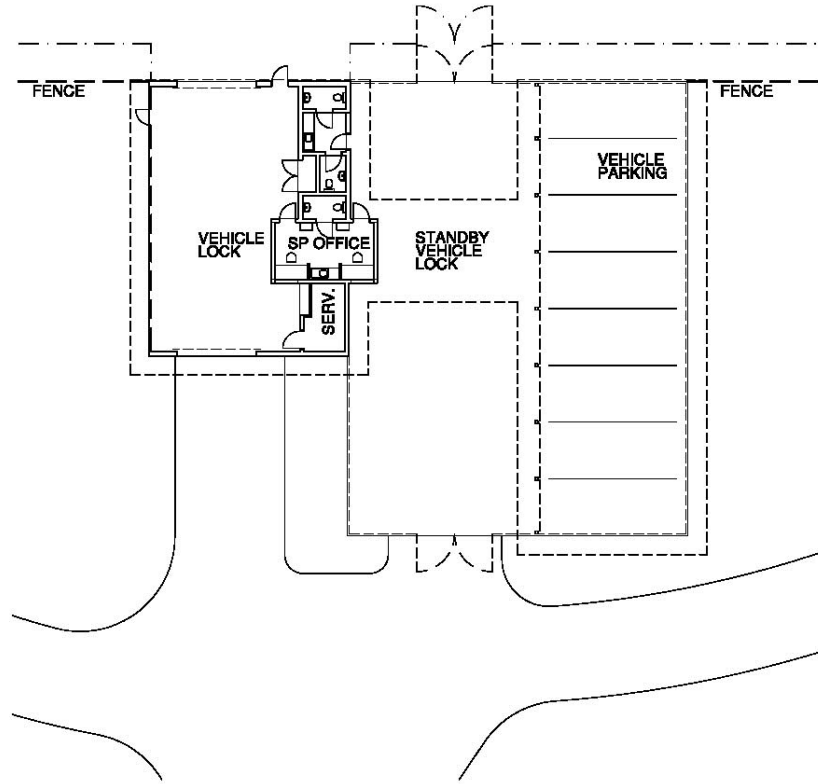


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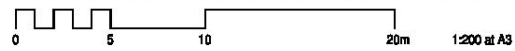
UTILITIES/WASTE  
ELECTRICAL, MECHANICAL, SERVICES  
AND WASTE FACILITY  
DRAFT FLOOR PLAN







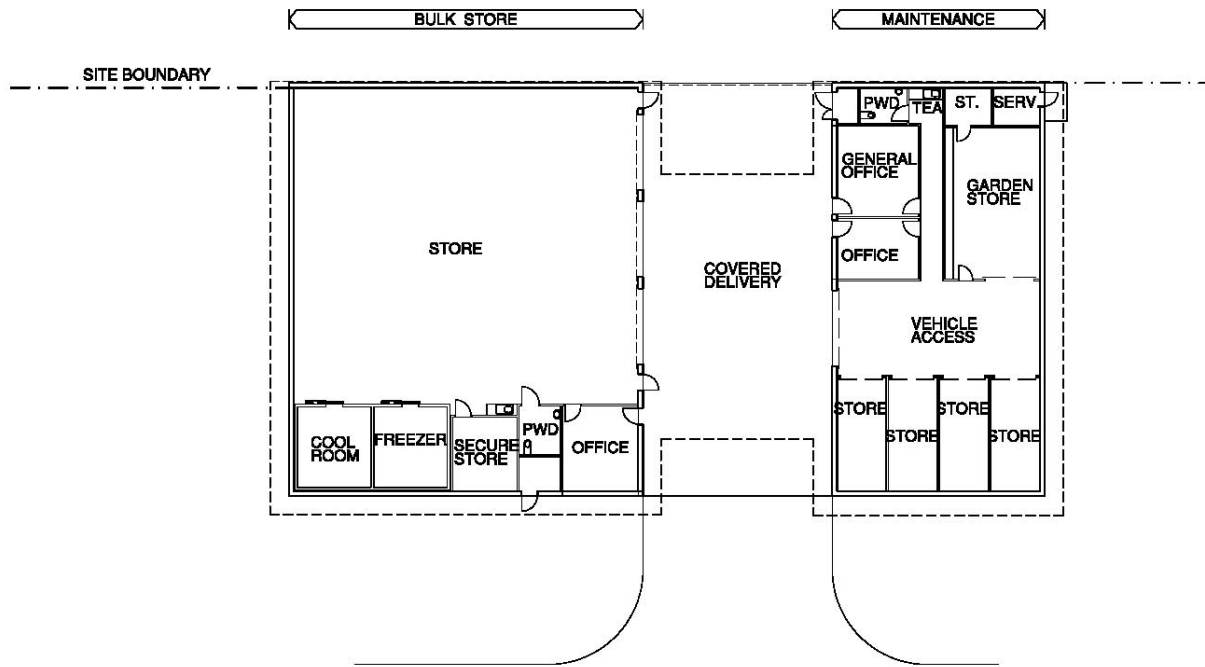
VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT



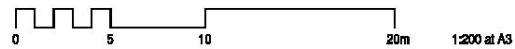
26

VEHICLE ENTRY  
DRAFT FLOOR PLAN





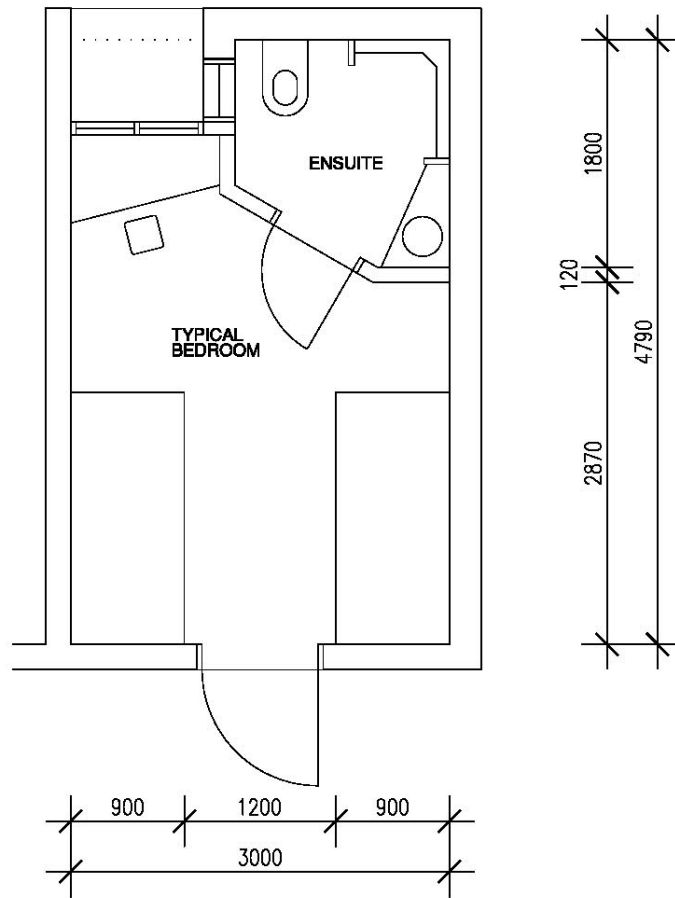
VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT



27

BULK STORE/MAINTENANCE  
DRAFT FLOOR PLAN



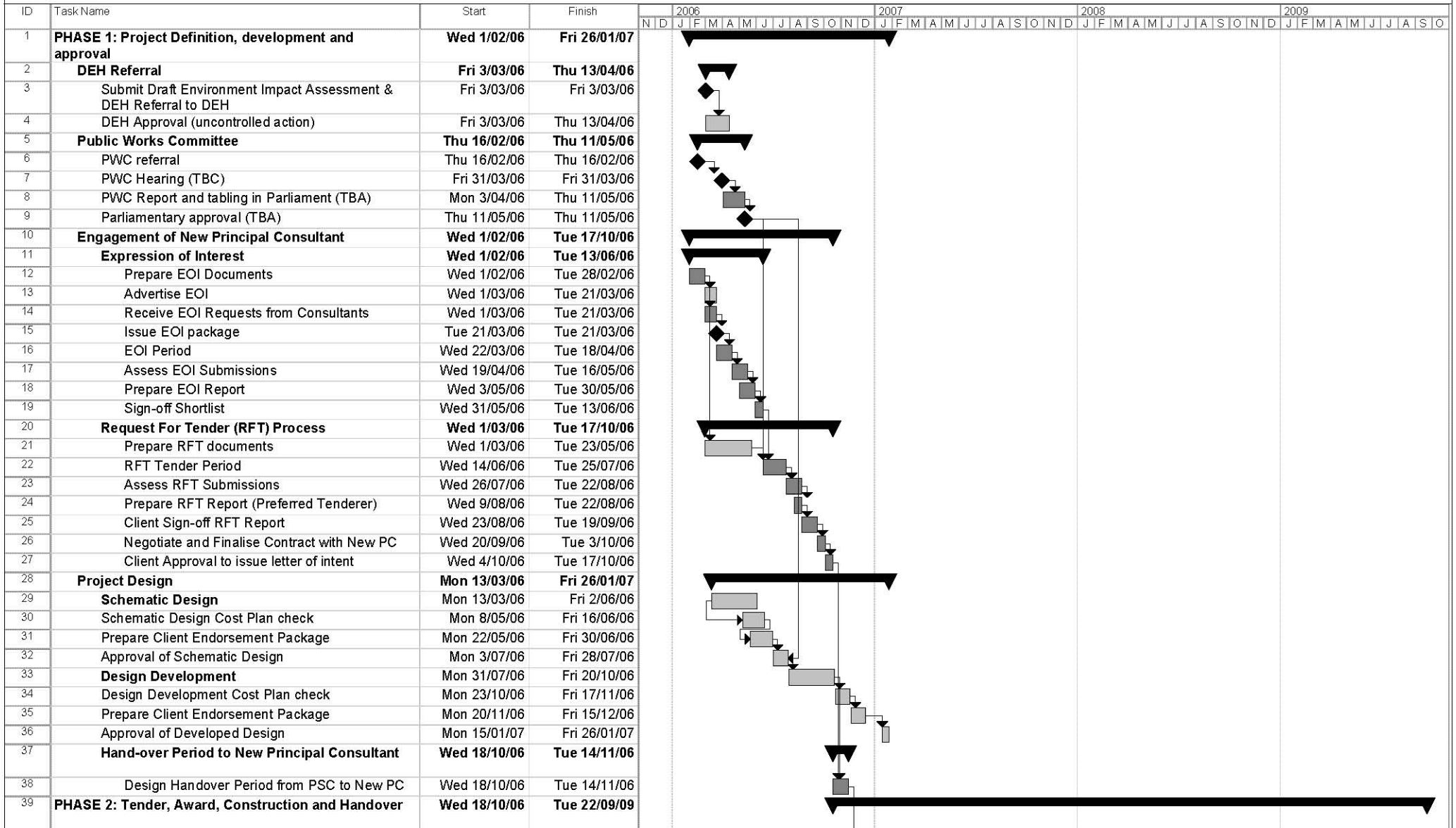


VILLAWOOD IMMIGRATION DETENTION CENTRE REDEVELOPMENT  
FLOOR PLAN NOT TO SCALE

TYPICAL BEDROOM  
DRAFT FLOOR PLAN

**Attachment 6**  
**Preliminary Master Project Programme**

**Villawood Immigration Detention Centre Redevelopment**  
**Preliminary Master Project Programme - February 2006**  
**Traditional Delivery Strategy**



Issue Date 16th February 2006  
Revision E

Task Critical Task Milestone Summary

