

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

R E P O R T
relating to the
REDEVELOPMENT OF
FORT QUEENSCLIFF,

Queenscliff,
Victoria

(Sixteenth Report of 1982).

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA 1982

FOR SENATOR KILGARRIFF

In accordance with the provisions of the
Public Works Committee Act 1969, I present the report
relating to the following proposed work:

REDEVELOPMENT OF FORT QUEENSCLIFF,
QUEENSCLIFF, VICTORIA.

10 November 1982.

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REDEVELOPMENT OF
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(Sixteenth Report of 1982)

MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS
(Twenty-sixth Committee)

Melville Harold Bungey, Esq., M.P. (Chairman)
James Leslie McMahon, Esq., M.P. (Vice-Chairman) ⁵

Senate

Senator Dominic John Foreman ³
Senator Bernard Francis Kilgariff
Senator John Raymond Martyr ⁴
Senator Jean Isabel Melzer ¹
Senator Harold William Young ²

House of Representatives

David Bruce Cowan, Esq., M.P.
Benjamin Charles Humphreys, Esq., M.P.
Urguhart Edward Innes, Esq., M.P.
Murray Evan Sainsbury, Esq., M.P.

- ¹ Retired 30 June 1981.
- ² Ceased to be member on election as
President of the Senate on 18 August 1981.
- ³ Appointed 25 August 1981.
- ⁴ Appointed 25 August 1981.
- ⁵ Appointed Vice-Chairman 27 August 1981.

EXTRACT FROM
THE VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES,
NO. 107 DATED 23 SEPTEMBER 1982

- 26 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK - FORT QUEENSCLIFF,
QUEENSCLIFF, VIC. - REDEVELOPMENT: Mr. Hunt (Minister
for Transport and Construction), pursuant to notice,
moved - That, in accordance with the provisions of the
Public Works Committee Act 1969, the following proposed
work be referred to the Parliamentary Standing Committee
on Public Works for consideration and report:
Redevelopment of Fort Queenscliff, Queenscliff, Vic.

Mr. Hunt presented plans in connection with the proposed work.

Debate ensued.

Question - put and passed.

WITNESSES

Bowden, W.B., Esq., Director of Architecture,
Department of Transport and Construction,
470 Northbourne Avenue, Dickson,
Australian Capital Territory

Cole, K.H., Esq., Associate Director (Projects),
Department of Transport and Construction,
Victoria-Tasmania Region, Tivoli Court,
239-241 Bourke Street, Melbourne,
Victoria

Day, Brigadier P.J., Director-General, Accommodation
and Works, Army, Department of Defence,
Russell Offices, Canberra, Australian
Capital Territory

Essex-Clark, Brigadier J., Commandant, Australian
Command and Staff College, Queenscliff,
Victoria

Knight, Lieutenant-Colonel, P.D., Project Manager
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Transport and Construction, Victoria-
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239-241 Bourke Street, Melbourne,
Victoria

Setchell, G.H., Esq., Chief Architect (Heritage,
Master Planning and Environment),
Department of Transport and Construction,
470 Northbourne Avenue, Dickson,
Australian Capital Territory

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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

REDEVELOPMENT OF FORT QUEENSCLIFF, QUEENSCLIFF, VICTORIA

R E P O R T

By resolution on 23 September 1982, the House of Representatives referred to the Parliamentary Standing Committee on Public Works for investigation and report the proposal for redevelopment of Fort Queenscliff, Queenscliff, Victoria.

The Committee has the honour to report as follows:

THE REFERENCE

1. The proposal is for the provision of new and upgraded facilities at the Army Command and Staff College, Queenscliff.
2. The elements of the proposal comprise:
 - a new military instruction facility
 - alterations to existing buildings and engineering services
 - living accommodation
 - a quartermaster store and ration store
 - a transport compound
 - associated roads, carparking, landscaping and engineering services.
3. The estimated cost of the proposed work is \$8.3 million at September 1982 prices.

THE COMMITTEE'S INVESTIGATION

4. The Committee received written submissions and drawings from the Department of Defence and the Department of Transport and Construction and took evidence from their representatives at a public hearing at Fort Queenscliff on 3 November 1982.

5. The Committee also received letters from Mrs P. Rayson, the Ports and Harbours Division, Public Works Department - Victoria; the Australian Heritage Commission; the Borough of Queenscliffe; the Port Phillip Authority; Morris, Pirrotta and Associates Pty Ltd; Queenscliff Historical Society and Mr E.T. Raison.

6. Prior to the public hearing the Sectional Committee inspected Fort Queenscliff including the buildings that are to be demolished and refurbished, the proposed site of the military instruction facility and the site at Crows Nest.

7. The Committee's proceedings will be printed as Minutes of Evidence.

BACKGROUND

8. Fort Queenscliff is situated on Shortlands Bluff on the eastern extremity of the Queenscliff Peninsula. The site is about 6.7 hectares overlooking Port Phillip Bay and the shipping lanes to Melbourne and Geelong.

9. The earliest known references to settlement in the Queenscliff area were made in 1841 when four pilots of the Government Pilot Service, two freemen, a convict boat keeper and two boats were established at Shortlands Bluff. The general area was opened up in 1852 as a seaside resort for the rapidly expanding populations of Melbourne, Geelong and Ballarat.

10. The history of Fort Queenscliff dates back to the days of the Crimean War (1853-56), when Britain and her allies were at war with Russia. At that time there was concern for the defence of Melbourne and Port Phillip Bay. In 1858-59 all that was established at Shortlands Bluff (later Fort Queenscliff) was a sandstone sea wall. This is still in position. It was apparently built to assist in keeping the bluff firm along the bay front where it was proposed to mount heavy armament to defend the Port Phillip Heads.

11. It was not until 1882 however that fortifications were commenced. By 1889 the Port Phillip Heads were the most heavily fortified in the British Empire south of the Equator.

12. Many of the buildings and fortifications constructed during the second half of the 19th Century can still be seen today and Fort Queenscliff has been included on the Register of the National Estate.

13. The Army also controls a 1.4 hectare property at Crows Nest, on the foreshores, 300 metres on the west of Queenscliff.

14. Command and Staff College The Australian Army Command and Staff College was established at Fort Queenscliff in December 1946. Prior to its location there the college moved a number of times - from Sydney to Duntroon in 1940, from Duntroon to Cabarlah in 1944, and from Cabarlah to Seymour in 1946.

15. Objectives In its early years, when the college was known as the Australian Staff College, the objectives were to instruct commanders and staff officers in minor strategy, tactics and staff duties and administration in order to ensure a uniform application of training and tactical policy in the army and to give senior officers an opportunity to exchange ideas on training and administration.

16. Today, the training syllabus and the period of training have been lengthened and broadened. The college course runs for 47 weeks and is directed towards exposing students, who are selected at the rank of major, to a wide range of military, social and political matters and developing their analytical and managerial skills. Students are nominated to attend the staff college on the basis of having potential for higher rank. The college course, in brief, aims at preparing these officers for senior officer responsibilities.

17. Joint Service Staff College The Committee raised the question of possible economies which could be achieved by integrating the individual services staff colleges into a joint service staff college. The Committee was advised that during the 1960s a proposal to establish an Australian Services Staff College was developed. The RAAF Staff College was established at RAAF Fairbairn in anticipation of this proposal being implemented. The proposal was abandoned in 1978 however following a number of studies carried out by the Department of Defence. The size and location of individual staff colleges were to remain the responsibility of the individual services. This led to a decision by the Chief of the General Staff that the Command and Staff College should remain permanently at Queenscliff.

THE NEED

18. The need for new facilities at Fort Queenscliff has arisen from the decision to locate the Command and Staff College permanently there, the nature of existing facilities and present and projected numbers of students attending the college.

19. Increases in Student Numbers At present the College has an establishment of 27 officers, 12 senior NCOs and 39 rank and file and 45 civilian staff.

20. The number of students is at present 80, comprising:

Australian Defence Force	62
Australian Public Service	1
Foreign Countries	17

21. By 1986 it is planned to increase the number of students to 90 and by 1996 to 100. The increase in student numbers is based on two factors. First, pressure from overseas countries to increase the number of vacancies available under the Defence Co-operation Program. At present eight vacancies are made available under this program and it is planned to increase this to eleven by 1990.

22. Secondly the size of the regular Army is expected to increase and this will require a corresponding increase in officers undertaking staff training.

23. Existing Facilities Training is conducted in a mixture of permanent and temporary buildings within the Fort. Under present arrangements facilities are particularly unsuited for their instructional purpose. In addition, facilities for syndicate private study and libraries are housed in buildings which are either temporary or share uses with other activities. Both temporary and permanent facilities used by syndicates lack scope for adaptation to private and modern teaching and training environment.

24. The current reference library occupies several rooms located in building 27 which was constructed in 1936. The limited available space and the internal layout of rooms make it impossible for the entire collection of books to be housed there. In addition there is insufficient space for reading and for the storage of documents.

25. The building is some distance from a number of syndicate rooms and this precludes the maximum use of library resources.

26. The text book library is located in building 46 some distance from the reference library. This building is of major historical and architectural significance as it forms a major part of the landward defences of the Fort. Whilst there is space for the storage of books its dimensions and multi storied design make it difficult to control the book stacks. The present storage of books and documents can only be regarded as a temporary measure.

27. Ideally, library facilities should be located on the one site and in close proximity to syndicate and other instructional facilities. This does not apply under present arrangements.

28. Living accommodation for officers, senior NCOs and other ranks at present housed in a number of permanent buildings are below scales and standards of accommodation.

29. The officers mess has insufficient space to accommodate the student body and staff and its kitchen is below current standards.

30. Buildings 41, 42 and 44 were constructed in 1936 as officers barracks. They are currently used as syndicate rooms and as living quarters. This is a mis-match of functions; living and sleeping accommodation should ideally be separated from instructional or learning facilities. The officer accommodation is below scales and standards. Whilst the majority of students live in rented accommodation in Queenscliff or nearby towns, those officers, particularly from overseas countries, who elect or are forced to live in, should be provided with facilities to appropriate standards.

31. Committee's Conclusion Facilities for the library, syndicate rooms and officers' accommodation at Fort Queenscliff are inadequate for present and future Staff College requirements, and should be replaced.

THE PROPOSAL

32. Statutory Requirement Under the Australian Heritage Commission Act 1975 and the Amendment Act 1976 Commonwealth Ministers and their agencies must not take any action which would adversely effect any place on the register unless:

- there is no feasible or prudent alternative
- all action is taken to minimise damage where no such alternative exists, and
- the Commission is informed and given time to comment.

33. Conservation and Management Plan The fort is on the register of the National Estate and in satisfying the Statutory requirements the Department of Transport and Construction commissioned a specialist consultant to study the history and heritage significance of Fort Queenscliff and the buildings and places within the fort and to prepare a conservation management plan. The conservation management plan identifies design and location constraints for new buildings. A further significant factor arising from the Conservation and Management Plan was a decision taken during the review stage of the project to refurbish and utilise a number of functional areas. This led to a reduction in the extent of new buildings at Fort Queenscliff.

34. Heritage Commission The Australian Heritage Commission advised the Committee, based on submissions presented to it by the Departments of Defence and Transport and Construction, that the proposal does not distract from the overall development of the fort and confirmed its endorsement of the proposal.

35. Plans showing the layout of the components of the proposal are at plans A and B. Construction details are at Appendix A.

36. Military Instruction Facility The major component of the proposal is the construction of a military instruction facility which will contain training areas such as lecture theatre, model and syndicate rooms, a library, recording studio, a computer facility and a model making workshop and store.

37. The facility will be constructed on three levels with the lowest, the lecture theatre, below ground level.

38. The conservation and management plan identified the western edge of the parade ground as the most suitable site for the facility. The scale of the building was reduced during design stages by transferring some functions, which ideally should be located within the building, to refurbished existing buildings. Under this arrangement building 27, which is at present used as living quarters and mess for Senior NCOs, and partly as offices and library, will be adapted internally to provide offices for military instructors. It is also proposed to convert building 26, presently used as the Senior NCO mess, Q store and offices, to provide reproduction, stores, and drawing facilities for the military instruction facility.

39. The location of the military instruction facility at the proposed site will require the demolition or removal of building 28 which is used as a transport facility, and buildings 2, 29, 34, 46 and 48. The latter group of buildings are generally of light construction and the conservation and management plan does not identify them as being of particular historical importance.

40. Military Instruction Facility - Internal Layout

A large lecture theatre will extend below ground from the ground floor level. Other areas located on the ground floor will include study carrels, the text book library, a model workshop and a number of plant rooms. The Committee questioned the desirability of locating the plant room for airconditioning adjacent to the study carrels. It was felt that noise generated by plant may intrude into what should be a quiet area. The Department of Transport and Construction advised that the question of noise intrusion would be taken into consideration when selecting the material to be used in the wall dividing the two areas.

41. The model room will occupy a major portion of the first floor. As well, the library, a closed circuit television studio and associated control room and computer room will also occupy the first floor.

42. Five syndicate and ten sub-syndicate rooms will occupy each floor.

43. Officers' Mess The kitchen in the officers' mess, building 40, will be relocated, enlarged and partially re-equipped. It is proposed to connect the mess building to the adjacent Monash Hall (building 39) which will be restored externally, and adapted internally to serve as a dining and function room.

44. Officers' Barrack Accommodation Buildings 41, 42 and 44 are currently used for syndicate training and partly for living quarters. The construction of the military instruction facility will release a considerable amount of space in the buildings and it is proposed to refurbish the three barrack blocks commensurate with current scales and standards. Under the proposal each live-in student will be allocated a suite of rooms comprising a study, bedroom and sitting room.

45. Building 32 This is one of the most historic group of buildings at Fort Queenscliff. It comprises the Lighthouse Quarters (Building 32A), the Telegraph Station (Building 32C) and the link between them (Building 32B). These brick buildings were constructed between 1854 and 1889 and have been classified by the National Trust of Australia (Victoria).

46. They are presently occupied by military instructors. It is proposed to use them as administrative offices. The Department of Transport and Construction advised that this would involve minimal alteration.

47. It is proposed to improve internal circulation within Building 32A (the former Lighthouse Quarters) by removing two stairs in the middle of the building, to open the passage on the first floor by removing two walls and to replace the stairs at the southern end. Stairs at the northern end will be replaced by constructing a flight of stairs in Building 32B (the link). A window in Building 32B will be replaced by a door.

48. Although the proposal is against the strict recommendations of the conservation management plan, the Australian Heritage Commission considers the replacement of internal stairs as reasonable and the existing narrow passageways should be retained if possible. The Commission also accepted the Army's view that it is not appropriate for the building to revert to its former residential use.

49. The Department of Transport and Construction advised the Committee that in view of the Heritage Commission suggestion that any works undertaken should be achieved with minimal external disturbance, a departmental historic buildings liaison officer or a specialist consultant will be employed to supervise the work during construction.

50. Crows Nest Development The demolition of building 28, the transport facility and the conversion of buildings at present used as mess and barrack accommodation for Senior NCOs for use as part of the military instruction facility means that new accommodation will need to be provided for Senior NCOs and rank and file. The fleet of vehicles used by the college will need to be parked and serviced elsewhere.

51. The site at Crows Nest, now occupied by 25 lightweight buildings constructed during the 1930s, is within easy walking distance to the college.

52. It is proposed to demolish these buildings to make way for a group of new buildings comprising:

- new sleeping accommodation for 24 other ranks and four Senior NCOs
- new messing and recreation facilities for 30 other ranks and ten Senior NCOs
- a common kitchen serving both messes
- a new Q store and ration store
- a transport compound.

53. Committee's Conclusion The scope and design of the proposed redevelopment of the Command and Staff College at Queenscliff and the provision of living and working accommodation at Crows Nest is justified and supported.

ENVIRONMENTAL FACTORS

54. Statutory Requirements The proposal has been endorsed by the Australian Heritage Commission. An Environmental Impact Statement was not required.

55. Monitoring and Excavation The Conservation Management plan includes a report of an investigation undertaken by the officer of the Victorian Archaeology Survey to determine if construction of the military instruction facility might effect Aboriginal or historic archaeological relics. The investigation found no evidence of Aboriginal or historically important relics within the area proposed for development. The report nevertheless recommended that monitoring by an archaeologist during clearance of existing building foundations should be a minimum requirement, the removal of top soil from the parade ground should be supervised by an archaeologist, preferably preceded by test trenches. The Committee believes an archaeologist should supervise the excavations and that general excavation should be preceded by test trenches.

OTHER OBSERVATIONS

56. Conservation and Management Plan The Committee was advised that the cost of producing the Conservation and Management plan was \$44,692. Much of the research concerning the early history and construction of the fortifications was based on primary sources, and studies carried out by private individuals and organisations. The Committee shares the view that Fort Queenscliff is of considerable historical significance and commends the departments involved in developing the proposal which pays careful attention to preserving historic buildings.

57. The Committee believes that the Conservation and Management plan could well serve as the basis for a written history of Fort Queenscliff thus obtaining maximum benefit from what could be regarded as an expensive document currently with a limited circulation. In view of an apparent public interest in the fort, the Army should explore the possibility of preparing a published history of the fort.

TIMING AND COSTS

58. The limit of cost estimate is \$8.3 million at September 1982 prices. Funding for the work has been divided into three phases which are as follows:

Phase A - will comprise living accommodation for Senior NCO and other ranks accommodation and the transport compound at Crows Nest and the refurbishment of buildings 26 and 27 at Fort Queenscliff. The estimated cost is \$2.55 million. Phase A works at Crows Nest are planned for completion by November 1984 when work on buildings 26 and 27 will commence.

Phase B - will comprise the Military Instruction Facility, estimated to cost \$4.45 million. Tenders are expected to be called in October 1983 with completion in October 1985.

Phase C - will comprise internal alterations in building 32, refurbishment of buildings 39 and 40, and the refurbishment of the officers' accommodation - buildings 41, 42 and 44. It is planned to complete this phase, estimated to cost \$1.3 million by June 1986.

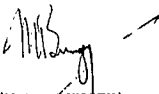
59. Committee's Conclusion The Committee recommends the construction of the work in this reference.

RECOMMENDATIONS AND CONCLUSIONS

60. The summary of recommendations and conclusions of the Committee is set out below. Alongside each is shown the paragraph in the report to which it refers.

Paragraph

1. FACILITIES FOR THE LIBRARY, SYNDICATE ROOMS AND OFFICERS' ACCOMMODATION AT FORT QUEENSCLIFF ARE INADEQUATE FOR PRESENT AND FUTURE STAFF COLLEGE REQUIREMENTS, AND SHOULD BE REPLACED. 31
2. THE SCOPE AND DESIGN OF THE PROPOSED REDEVELOPMENT OF THE COMMAND AND STAFF COLLEGE AT QUEENSCLIFF AND THE PROVISION OF LIVING AND WORKING ACCOMMODATION AT CROWS NEST IS JUSTIFIED AND SUPPORTED 53
3. THE LIMIT OF COST ESTIMATE IS \$8.3 MILLION AT SEPTEMBER 1982 PRICES. 58
4. THE COMMITTEE RECOMMENDS THE CONSTRUCTION OF THE WORK IN THIS REFERENCE 59


(M.H. BUNGEY)
Chairman

Parliamentary Standing Committee on Public Works
Parliament House
CANBERRA

10 November 1982

CONSTRUCTION

1. Structure The military instruction building will have a reinforced concrete frame and reinforced concrete floors. Footings for buildings at Crows Nest, where sand occurs to three metres, will be founded at less than that depth and designed to meet the conditions. Living accommodation at Crows Nest will be constructed in load bearing brick work with reinforced concrete slabs. The Q store and ration store and the transport buildings will be framed in lightweight steel on reinforced concrete ground slabs.
2. Materials The military instruction building will be brick to match the colour of building 27. New roofs will be insulated steel decking.
3. Site Works The major components of site works at the fort will involve excavation for the military instruction building. At Crows Nest site works will consist of excavation for building footings, earth works for roads and carparks.
4. Vehicle Movement Areas Some minor extensions to road pavements will be carried out within the fort.
5. Extensive new roads, hardstanding and carparking areas will be provided at Crows Nest.
6. Water Supply The existing water supply to the fort will be augmented by tapping into a separate main. At Crows Nest water will be piped from mains within the site.
7. Storm Water Drainage The existing storm water systems on both sites have sufficient capacity to be modified and extended as appropriate.

8. Sewage Disposal Sewage from facilities at both sites will be discharged to the existing on-site reticulated system and then to the Queenscliff Sewer Authority sewers. Effluent from kitchen, photographic facilities and vehicle wash areas will be treated before entering the sewers.

9. Power Supply Both sites will be supplied from State Electricity Commission overhead street mains. A new high voltage power supply will be connected to a new sub-station in the military instruction building. This will supply the power needs for the fort area. At Crows Nest power will be connected underground to a new main switchboard and the Q store from where it will be reticulated from underground services.

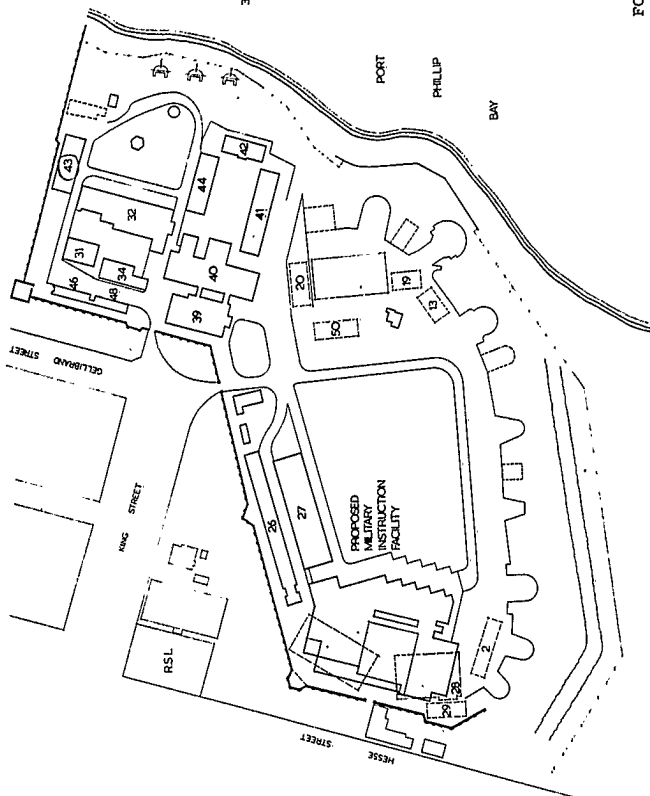
10. Internal Services Gas will be used for space heating and electricity will be used for cooling.

11. Airconditioning will be provided in the military instruction building, specifically in the library, lecture theatre, model room, syndicate rooms, officers computer room and foyers. Airconditioning in building 26 will be restricted to the photographic plate making and lithographic rooms and the drawing office. Evaporative cooling systems will be provided for the new officers' mess, kitchen and the kitchen at Crows Nest.

12. Fire Protection Water for fire fighting purposes will be available from the upgraded water services. A fire sprinkler system will be installed in the military instruction building.

13. Automatic detection systems and manual fire alarm call points will be installed and will be monitored at the main entrance gate at Crows Nest and the guard room at the fort.

14. Landscaping The proposal will restrict landscaping to areas adjacent to the military instruction building and the entrance to the officers' mess. The design will conform to the Conservation Management Plan. At Crows Nest the design of landscaping will include the use of native plants.



FORT QUEENSCLIFF

SITE PLAN

