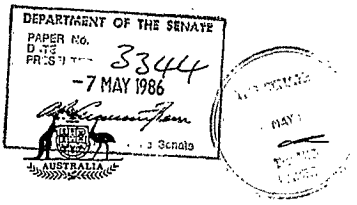

Parliamentary Standing Committee on Public Works

REPORT

relating to the

IMPROVEMENT OF INTERNATIONAL TERMINAL FACILITIES, SYDNEY (KINGSFORD-SMITH) AIRPORT

(Second Report of 1986)

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA
1986

A D D E N D U M

Paragraph 98(4), page 22, and Recommendation 5, page 25, should read:

> Planning for the provision of a new or substantially expanded international terminal building should commence immediately.

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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

R E P O R T

relating to the

IMPROVEMENT OF INTERNATIONAL TERMINAL FACILITIES, SYDNEY (KINGSFORD-SMITH) AIRPORT

(Second Report of 1986)

Canberra 1986

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

Senator Dominic John Foreman (Chairman)
Percival Clarence Millar, M.P. (Vice-Chairman)

Senate	House of Representatives
Senator Gerry Norman Jones	John Neil Andrew, M.P.
Senator Dr Glenister Sheil	Robert George Halverson, O.B.E., M.P.
	Colin Hollis, M.P.
	Leonard Joseph Keogh, M.P.
	Keith Webb Wright, M.P.(1)
	John Saunderson, M.P.(2)

(1) Resigned 13 February 1986
(2) Appointed 18 February 1986

EXTRACT FROM THE
VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES
NO. 55 DATED WEDNESDAY, 13 NOVEMBER 1985

30 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK - IMPROVEMENT OF INTERNATIONAL TERMINAL FACILITIES, SYDNEY (KINGSFORD-SMITH) AIRPORT: Mr West (Minister for Housing 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: Improvement of international terminal facilities, Sydney (Kingsford-Smith) Airport.

Mr West presented plans in connection with the proposed work.

Debate ensued.

Question - put and passed.

C O N T E N T S

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

IMPROVEMENT OF INTERNATIONAL TERMINAL FACILITIES, SYDNEY (KINGSFORD-SMITH) AIRPORT

R E P O R T

By resolution on 13 November 1985 the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration and report the proposal for the Improvement of International Terminal Facilities, Sydney (Kingsford-Smith) Airport.

The Committee has the honour to report as follows:

THE REFERENCE

1. The proposed work within the existing terminal building complex and its immediate vicinity includes extensions to and upgrading of the arrivals and departure levels including check-in passenger processing, concession and baggage reclaim areas; provision of a new transit lounge; upgrading of baggage conveyor facilities and provision of two additional aerobridges.

2. The limit of cost for the proposed work is $20 million at September 1985 prices.

THE COMMITTEE'S INVESTIGATION

3. The Committee received written submissions and plans from the Department of Aviation (Aviation) and the Department of Housing and Construction (DHC) and took evidence from their representatives at a public hearing held in Sydney on 4 February 1986.

4. Submissions were also received from Qantas Airways Limited (Qantas), Australian Customs Service, Airline Operators Committee (AOC), Federated Clerks Union of Australia (FCU), Trans Australia Airlines (TAA) and the Inbound Tour Operators of Australia (ITOA).

5. Letters and telexes were received from a number of organisations with an interest in the proposal. These included: the Municipality of Rockdale, Municipality of Botany and Sydney City Council.

6. Prior to the hearing the Committee inspected the existing international terminal building.

7. A list of witnesses who appeared at the public hearing and the organisations which they represented is at Appendix A.

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

BACKGROUND

9. History of Sydney (Kingsford-Smith) Airport Sydney (Kingsford-Smith) Airport is the eastern gateway into Australia for international travel. In 1921 the Commonwealth acquired a 66 hectare site for an airport at Mascot and developed the land as a grass airfield to serve Australia's largest city. Eight years later, in 1929, the Committee examined a proposal to develop the site.

10. The development works carried out in the 1930s included the completion of three gravel runways, hangars, some civil works and a domestic terminal building. Additional land was also purchased.

11. In 1935 the airport was declared an international airport, but there was no record of overseas flights until 1938. In 1936 the airport was named Kingsford-Smith Airport and renamed Sydney (Kingsford-Smith) Airport in the 1950s to comply with international practice.

12. By 1940 KLM and the Empire Air Service operated regular international flights to Sydney from Batavia and London. Passengers and crew shared a new control/terminal building with domestic passengers. As overseas travel grew more popular the control/terminal building was enlarged and temporary buildings were erected for international operators.

13. By June 1947 a temporary international building was provided for travellers and air crew at the north-eastern area of the airport. This building was modified during 1948, 1949, 1950 and 1960.

14. International Terminal Building In 1965 the Committee examined a proposal to construct Buildings and Services for the International Terminal Complex and Associated Aircraft Pavements in the Northwest Building area. (Parliamentary Paper No. 261/1965).

15. This international terminal building (ITB) consists of a main building with five levels and a Y-shaped concourse of three levels (ground, mezzanine and first).

16. Functions are arranged as follows:

Building basement and concourse ground level	-	baggage handling
Building ground level and concourse mezzanine level	-	arrivals level

Building first floor and concourse first floor	-	departures level
Building second and third levels	-	restaurant, VIP lounges, offices, plant, etc.

17. The building was designed to accommodate narrow-body jet aircraft (707, DC8) carrying 140 to 180 passengers with a handling capacity of 1000 departing and 1000 arriving passengers per hour. Changes were made to the apron in a late stage of development to accommodate wide-body aircraft (747, DC10) carrying up to 440 passengers.

18. Since the building was opened in 1970 no major development work has been undertaken to increase passenger handling capacity, although further apron works were carried out in 1977 to allow three more 747s and one smaller aircraft to use the terminal.

19. The annual volume of passengers handled by the ITB has increased from 1.2 million in 1971 to 2.6 million in 1984. At present the Y-shaped concourse contains eight aerobridge parking positions for wide-body aircraft.

20. The locations of the ITB and other major facilities at the airport are shown in the site plan, Appendix B (page B-1).

21. International Arrivals and the Curfew Curfews at Sydney, en route crew utilisation and commercial considerations force many international flights to land immediately after the curfew is lifted at 6.00 am. This creates excessive demands on the limited capacity of the terminal. Imbalances and bottlenecks in the passenger/baggage processing system, in the context of strong growth in international travel are explained further below.

22. Terminal Functions An international terminal building is a processing point where departing and arriving overseas travellers fulfil certain requirements for Customs/Health/Immigration/ Security before either departing or upon arrival. Passengers continuing on overseas flights (transit passengers) need to be accommodated in transit lounges.

23. An ITB should ideally be designed to efficiently facilitate the movement of passengers and baggage through specified procedures as quickly as possible.

24. Schedule Control Rules The ITB has been adapted to enable wide-body aircraft to park at aerobridge positions and to process passengers as expeditiously as possible. Schedule control rules were established 15 years ago, in 1971, to minimise the occurrence and extent of overcrowding of terminal facilities. Aviation advised that current control limitations generally seek to limit passenger arrival and departure rates to:

2,000 arriving	) passenger seats in
2,000 departing	) any single hour

25. Market pressures, curfews at other airports and crew utilisation considerations require airlines to schedule arriving aircraft into the period immediately following the lifting of the curfew at 6.00 am. Schedule control rules now allow 3,080 passenger seats in any 60 minute period between 6.00 am and 8.00 am, with a maximum of 3,200 arriving passenger seats in the two-hour period.

26. Traffic Pattern Table 1 below illustrates aircraft arrival patterns at the ITB on Friday, 31 January 1986.

Table 1

RECORDED INTERNATIONAL TRAFFIC

Friday, 31 January 1986

Typical pattern during busiest days

Arrival Time	Interval between previous movement	Arrival Time	Interval between previous movement
0550	-	1230	0.35
0725	1.35	1245	0.15
0725	Nil	1305	0.20
0725	Nil	1320	0.15
0730	0.05	1320	Nil
0730	Nil	1335	0.15
0740	0.10	1355	0.20
0750	0.10	1435	0.40
0820	0.30	1450	0.15
0840	0.20	1615	1.25
0920	0.40	1650	0.35
0925	0.05	1710	0.20
0930	0.05	1745	0.35
1025	0.55	1900	1.15
1050	0.25	2005	1.05
1050	Nil	2040	0.35
1150	1.00	2050	0.10
1155	0.05	2130	0.40

27. The column headed 'interval between previous movement' highlights periods of intensive demands on terminal capacity at various times of the day. For example, between 7.25 am and 8.20 am there were eight arriving aircraft each with a seating capacity in excess of 400. This peak hour influx of arriving and transit passengers represents potentially 3,200 passengers, and exceeds existing schedule control rules.

28. Similarly, the table shows that during the period 11.55 am and 1.35 pm (1 hour and 40 minutes) there were a further seven arrivals. Experience indicates this is a typical pattern during the busiest days of any week.

29. The impact on terminal facilities of large numbers of passengers arriving within a relatively short period are described below.

30. Arriving Passengers Arriving passengers leave the aircraft through aerobridges (moveable walkways between the terminal and the aircraft doors) at a gate and proceed down the concourse to an immigration counter where passports are processed. Then they collect their baggage, go through a customs check of baggage and proceed to a public greeting area on the arrivals level of the terminal.

31. During daily peak periods queues leading to the Immigration desks often extend onto a ramp in the arrivals concourse which is not air conditioned. The Committee is concerned that some passengers have collapsed while waiting during busy periods. Understandably, the length of queues, and the time taken to process passengers is a major source of complaint. Aviation stated that average processing times for arriving passengers range from one hour to an extreme of three hours. The Committee considers delays of such magnitude to be totally unreasonable.

32. The area in which members of the non-travelling public meet arriving passengers experiences severe congestion in peak periods and is also the subject of complaints.

33. Departing Passengers Departing passengers present their baggage and ticket at a check-in counter on the departure level, and proceed past an outward immigration check, a security check and along a non-public outward concourse to their aircraft.

34. A number of stand-off aircraft parking positions are used when all aerobridge positions are fully occupied and departing passengers are transported or walk to these positions.

35. Transit passengers, continuing their journey remain in the concourse area.

36. Departing passengers experience congestion in the check-in counter queues because there is very little space between the counters themselves but also between the counters and the wall of the terminal.

37. Departure lounges have minimal seating so many passengers wait in the concourse before boarding their aircraft.

38. The outward Customs line is located on either side of the main concession shops, (14 desks on one side, 6 on the other), making staff supervision awkward and impeding fast processing.

39. Transit passengers, whose number has increased from 36,000 in 1971 to 608,000 in 1985, are required to await the departure of their flights in the concourse or in a small inadequate lounge.

40. Baggage Handling In addition to the processing of passengers, the passengers' baggage needs to be assembled or unloaded from aircraft.

41. Vehicles take baggage containers to and from the aircraft to the terminal baggage make up and break down area in the basement. Baggage belonging to arriving passengers is delivered by conveyor belt from the baggage break down area in the basement to the Customs Hall. Baggage from departing passengers is transferred from check-in desks by conveyor belts to the baggage make-up area in the basement.

42. Baggage delivery systems in the basement are too slow, too narrow and not powerful enough to cope with a 300 per cent increase in baggage since the terminal opened. There is no storage space for baggage and too little storage for containers.

43. A number of specialised conveyors are subject to frequent enforced shut downs to permit baggage handlers to recover baggage and replace filled containers during high volume capacity.

44. Space in both the baggage make-up area and in the break-down area is restricted and does not allow unimpeded access to baggage container trains.

45. In the Customs Hall carousel baggage reclaim units are unable to handle all the baggage from one flight. Two reclaim units are used and passengers are required to search both to identify and claim their baggage. Problems associated with this arrangement are compounded by the lack of space between the reclaim units which leads to congestion.

46. Complexing To further relieve congestion during the early morning Qantas has introduced a 'complexing' program on flights from Singapore and Honolulu. Passengers on those flights are re-scheduled to various international airports in Australia to avoid the need for passengers requiring to transit at Sydney.

47. Other problem areas The aircraft toilet waste disposal facility requires constant supervision and maintenance. The Department of Health and Qantas have expressed concern about health hazards and possible industrial problems.

48. The aerobridge at Gate 6 is difficult to use when adjacent gates are occupied. Aircraft must be manoeuvred by towing vehicles. The restriction on free movement at this position may require the two stand-off positions to be used. Passenger loading and unloading times could be improved if the two stand-off positions were linked to the terminal by aerobridges.

49. Kerbside terminal parking is limited to only four buses and 35 taxis. Sometimes there are as many as 16 buses and 50 taxis parked in peak periods causing a traffic hazard.

50. The public information system is obsolete and difficult to maintain.

51. Public Areas Passenger and public movements in the terminal are restricted by the location of the stairs and escalators between the departures and arrivals levels. The location of some business concessions also limits access.

52. Toilet facilities and seating are inadequate in both the arrivals and departure levels of the terminal concourse.

53. Revenue Raising In addition to passenger inconvenience and aircraft delays Aviation maintain that the ITB is deficient in its revenue earning potential. Consultants hired by Aviation found that customer concessionaires cannot accommodate the peak demand. Their shops are too cramped and the range of goods and presentation is restricted. For example, the existing duty free shop in the Departures Hall has a 3.38 per cent sales rate while the shops in the Departures Concourse have a 22.2 per cent sales rate.

54. Aviation statistics for 1984-85 indicate revenue to the Commonwealth from business concessions totalled $32.4 million. The largest proportion of revenue came from: duty-free 22.0 per cent, public car parking 22.1 per cent, car rentals 15.4 per cent, food and beverage 13.3 per cent.

55. Further scope now exists to create more revenue producing concessions since the Government has allowed duty free goods to be sold to arriving passengers.

56. Summary The situation described is lamentable but one which passengers, the non-travelling public and airport workers must stoically confront during daily peak periods. Qantas advised that 19.5 per cent of departures were delayed because of shortcomings in the terminal. Impediments and a lack of capacity to facilitate the orderly and expeditious processing of passengers, baggage and limitations on the number of aircraft able to park at aerobridge positions could be described as only bearable for the shorter term. In the longer term and in a climate of significant increases in forecast international passenger traffic, these deficiencies need to be rectified. Forecasts, prepared by Aviation in 1983, indicate international passenger movements will increase by between 1.5 to 3.4 per cent per annum between 1985 and 2010. In terms of numbers this represents an increase from about 3 million in 1985 to between 3.5 and 7.4 million by 2010.

57. Committee's Conclusion Improvements are required to passenger processing and baggage facilities and public areas in the international terminal at Sydney (Kingsford-Smith) Airport to cater for increased passenger numbers during daily peak periods.

THE PROPOSAL

58. The proposal involves expanding, relocating and re-arranging various functional areas on the departures, arrivals and basement levels. The somewhat disparate elements of the proposal have the dual objective of facilitating the movement of passengers, thereby overcoming readily identifiable bottlenecks, and to produce more revenue by increasing the space allocated to airport concessions or making their location more commercially attractive.

59. Of considerable importance for the purposes of this report is that the scope of the work involved will increase the floor area of the terminal by 13 per cent.

60. The following paragraphs describe the major elements of the proposed work.

61. Departures Extensions are proposed both towards the roadway and the airport. There will be a redistribution of concession areas and a consolidation of the existing outwards customs/immigration facilities. It is proposed to relocate the existing check-in counters to provide more space, increase the number of check-in desks from 66 to 73, and introduce shared use counters. The escalators and stairs between the departures and arrivals levels will be relocated to provide more space on both levels. The extent of the proposed work is shown in the plans of the departure level, Appendix B (pp. B-2 and B-3).

62. Arrivals The Customs Hall will be altered to provide more queueing space to the primary line and in the baggage reclaim area. The concourse ramp will be levelled and the area air conditioned. New baggage reclaim units will be installed and the interline conveyor removed to provide space in the baggage check area. Business concessions will be relocated in the arrivals hall to allow more room for greeters. Exits from the Customs Hall will be rationalised and doors identified by flight numbers to eliminate confusion among greeters. The proposed allocations and extensions to the primary line and Customs Hall are shown in the plan of the arrivals level, Appendix B (page B-4).

63. Basement The basement will be extended to accommodate faster, wider and higher capacity recirculating race track conveyors for arrivals/departures and improve access to baggage container trains. Additional storage will be provided as well as an awning over open areas. A plan of the basement showing the location of the proposed extensions is at Appendix B (page B-5).

64. External Additional parking is to be provided at the southern end of the building for taxis and buses. Traffic signs will be improved. Elevated walkways and aerobridges will be

provided to gate positions 14 and 21 and the gate 6 aerobridge will be repositioned. These are shown in Appendix B (page B-6).

65. Concourse Additional lounge space is to be provided for transitting passengers and the arrivals level health check holding areas will be converted to departure lounge space. Concession space is to be enlarged in both the departures and arrivals levels and additional seating and toilet facilities provided on both levels. The extent of this work is shown in Appendix B (page B-2).

66. Services The public information system (public address system, flight information system and building signs) will be replaced. The air conditioning will be modified and extended to overcome deficiencies and service additional space created by the proposed work. Fire protection is to be upgraded in a separate program.

67. Fire protection requirements have changed since the building was constructed in the 1970s. A program to upgrade fire protection standards in all Commonwealth owned airports was to go before the Government. Sydney airport is included in this program. The airport was last examined by the Commonwealth Fire Board in 1983. The Board recommended that certain minor housekeeping works be completed.

68. Asbestos Asbestos is located at the end of precast beams and as insulation behind many of the precast concrete eyebrow units which cover the space between one floor and another. A report from the National Occupational Health Safety Commission advised DHC that there is no danger at the present but that certain works need to be done to minimise potential future risks.

69. The Committee understands funds are available for the removal work. Specifications and details are ready for negotiation with airport unions so that the work can be undertaken as a separate component, not part of this proposal.

REACTIONS TO THE PROPOSAL

70. Reactions to the proposal from representatives of airlines and staff associations and unions canvassed a diversity of matters ranging from the overall concept of extensions, relocation and reconfiguration to specific matters relevant to a number of discrete components of the proposal. Generally, the reaction of airlines to the proposal was luke warm. It was argued that the proposed work will not alleviate congestion to a significant extent. Attempts at overcoming bottlenecks in a number of areas will cause disruption in other areas. Doubts about achieving the completion target date for the proposed work were also expressed. In consequence of the three year construction program, and the lack of capacity to process passengers and baggage at acceptable rates during daily or weekly peak periods, it was felt that disruptions to terminal operations caused by building activity would compound capacity problems even further.

71. Disruption DHC assured the Committee that work will be carried out in stages to permit clear-ways through affected areas; barriers will be provided and noisy, dusty work would be carried out during restricted hours to minimise disruption to the terminal. Temporary facilities will be created in the basement area so that new racetrack units can be installed.

72. DHC said plans are being developed to provide a temporary primary line near gate lounge one, so work can proceed on the primary line. If that is not possible work will be done one third of the line at a time.

73. Baggage reclaim units will be replaced in the Customs Hall progressively from the southern end when the Customs office is relocated and that space is vacated. The current six reclaim units will continue to be operational throughout the work program.

74. DHC said airport unions have been informed of the work program.

75. DHC said delays to completing work in the terminal in the past were caused by the public tender system which does not limit tenders to select contractors. A construction management select tender system will be used on this proposal requiring contractors to be qualified for this kind of project.

76. The proposed removal of the interline conveyor from the Customs Hall to the arrivals hall was criticised by representatives of airlines and unions. It was argued that the relocation will cause inconvenience to passengers and add to congestion problems in the arrivals hall. Aviation advised that the interline conveyor at its present location in the Customs Hall is an impediment to the expansion of the baggage collection area and to the expansion of baggage handling facilities in the basement. The relocation of the interline conveyor to the arrivals hall is seen by Aviation as a trade-off between expanding processing space for all passengers and relocating a facility of benefit to some passengers and the domestic airlines away from what is a critical area. Aviation did consider other possibilities but concluded that for purposes of reducing congestion and expediting the processing of passengers through the baggage collection/customs hall, the least effectively used area was where the interline conveyor is located.

77. Staffing The question of additional staffing to relieve congestion in the check-in area and primary lines was raised by the Committee, Qantas and the FCU.

78. Qantas stated that if they were given additional check-in positions and higher staffing levels there would be a considerable increase in passenger convenience and service. There are plans to re-organise exclusive use to shared use arrangements for check-in positions.

79. The FCU suggested to the Committee that full manning by Customs of the primary line would be sufficient to improve passenger flow without increasing the area and the number of desks. There are 32 desks at the primary line. According to Aviation all 32 desks are not staffed during peak periods. These desks must cope with the processing of up to 3,200 arriving passengers, (Table 1).

80. The Committee asked a representative from the Australian Customs Service if additional staffing would improve passenger flow through the primary and secondary lines. The Bureau of Customs maintained that additional staffing would not substantially increase passenger flow. Customs moves staff to primary lines for arrivals/ departures and baggage inspection and rosters morning and afternoon shifts to suit aircraft schedules. Staff can be moved in peak periods when congestion threatens to increase passenger waiting times.

81. In regard to the proposed combining of the outwards primary lines, Qantas suggests that appropriate Customs staffing levels be maintained if the re-organisation of the line is to be successful.

82. Aviation pointed out that the benefits of the proposed work are dependant on appropriate manning of Customs desks.

83. Forecasts As is usual with references involving the construction of facilities at Airports, a number of organisations offered divergent forecasts of annual passenger numbers. Qantas believes forecasts prepared by Aviation are too low; they do not include domestic on-carriage, transit and transfer passengers. The Australian Tourist Commission believes annual passenger numbers will increase by seven to nine per cent to 1988 compared with a range of 1.5 to 3.4 per cent per annum for the period 1985-2010 forecast by Aviation.

84. The Committee recognises annual passenger forecasts are in the nature of informed speculation based on empirical data obtained from a variety of sources which do not reflect short-term increases in international travel caused, for example, by a heightening of international tension elsewhere. For the purposes of this report it is clear that the terminal will remain severely congested in 1989 when the proposed works are completed. Aviation advised that the proposed work will cope with current traffic loads only.

85. Other Comments A number of organisations offered comments in relation to specific matters affecting their operations. These include:

- the need for segregated or larger departure lounges.
- space for tourist groups to assemble in the Customs Hall or in the public arrivals hall.
- additional apron space.
- doubts that baggage movement can be substantially improved in a basement area which is too restricted to permit full scale development.

COMMITTEE CONSIDERATION

86. The Committee recognises the proposed work was developed against a background of various factors. These are:

- establishment of the Federal Airports Corporation;
- second Sydney airport;
- curfew;
- design of future aircraft.

87. Federal Airports Corporation (FAC) This Statutory Authority is expected to become operational in 1987 and will administer Commonwealth-owned airports. As a Statutory Authority it will be more responsive to market pressures and commercial demands, fund and commit works more quickly than can be achieved under existing arrangements. Revenue will be obtained from airport charges and concessions.

88. The proposed work, costing $20 million, is therefore seen by Aviation as urgent interim work required to prevent a further degradation in standards. More extensive redevelopment involving either major terminal expansion or the construction of a new terminal would pre-commit the direction of FAC development of the ITB and funding levels. This, Aviation maintained, was undesirable. The need to provide improved revenue-earning capacity in the ITB is, however, recognised by Aviation. A number of elements of the proposal are directed to that end.

89. Second Sydney Airport Aviation advised that it would be 15-20 years before the Second Sydney Airport is constructed at Badgery's Creek. The new airport will be supplementary to, and not a replacement for, the existing airport. The new airport will therefore have no immediate bearing on the proposed work.

90. Curfew and Aircraft Noise The question of the effects of aircraft noise on suburban areas adjacent to major airports was examined recently by a Parliamentary Committee ('Aircraft Operations and the Australian Community', Report of the House of Representatives Select Committee on Aircraft Noise, September 1985, Parliamentary Paper No. 375/1985). The Committee recommended that movements by all third generation subsonic jet aircraft, e.g., B767 and B757, be unrestricted in operations provided landings and take-offs occur from and in the direction of Botany Bay. The report also recommended that off-scheduled international flights can land after 5.30 am subject to a yearly quota provided the landing approach is from the south, i.e., Botany Bay.

At present the rigorous enforcement of the curfew has contributed to the significant 'bunching' of aircraft arrivals during the first two hours after the curfew is lifted.

91. Design of Future Aircraft Aviation advised it is difficult to anticipate the type of aircraft in use a decade from now, to allow for adequate aircraft parking, aerobridges and other terminal facilities. Trends in future aircraft designs are evident, however, such as enlarged derivatives of the B747 and smaller aircraft for shorter routes. With minor adjustments to aircraft parking the larger B747 derivatives could be accommodated at the ITB.

92. Most Effective Use Paragraph 17(3)(c) of the Public Works Committee Act 1969 requires the Committee, in considering and reporting on a public work, to have regard to the:

> 'most effective use that can be made in carrying out the work of moneys to be expended on the work'.

The Committee does not believe the proposed work will be the most effective use of the moneys to be expended. Our findings are as follows:

93. Disruption Despite the assurances given by DHC about steps to be taken to minimise disruptions to terminal operations while the works are carried out, the Committee believes that the magnitude of the work involved, which will take three years to complete, will cause severe disruptions. For example, it is difficult to envisage unimpeded operations in the basement baggage handling area while new race-track units are installed. Temporary primary lines are to operate while work on check-in counters proceeds. Extensions towards the roadside and the relocation or establishment of concessions areas will all be disruptive. The Committee agrees that the vital functional areas

within the terminal are required to operate at saturation during only peak periods. If construction is to take three years the existing problems will be compounded even more.

94. Staffing It is apparent that one of the underlying reasons for congestion in key departure and arrival areas stems from the number of staff on duty during daily or weekly peak periods to process the increasing volume of passengers. For example, Qantas, which handles 65 per cent of departing passengers has allocated to it only 26 of the 65 passenger check-in positions. The Committee recognises there are plans to operate check-in desks on an 'as needs' basis. These plans should be implemented now. The evidence submitted by Aviation and answers to questions at the public hearing indicates passengers are required to queue far too often for unacceptably long periods in oppressive conditions while proceeding through immigration/baggage collection and customs. The Committee believes there may be considerable scope in reducing delays if staffing levels commensurate with daily peak periods aimed at achieving improved processing times were applied. No amount of physical work can be expected to improve processing times if insufficient staff are available.

95. Cost Effectiveness The proposed work will increase the amount of floor space in the ITB by only 13 per cent. Much of the proposed work involves relocation and internal reconfiguration, all relatively expensive and unlikely to provide optimal benefits. Even if the proposed work were to proceed, the lengthy construction period and increased demands will largely negate the value of the proposed investment.

96. Curfew The Committee believes the impact on terminal operations resulting from the 'bunching' of arrivals after the morning curfew ceases to operate could be reduced if the curfew were lifted an hour earlier than at present and aircraft land from the direction of Botany Bay. Qantas advised that the

present curfew is the single most restraining factor in airline scheduling. Early morning 'bunching' of arrivals could be relieved if the length of the curfew was reduced.

97. New Terminal DHC advised that a new terminal could be constructed in three or four years. In the context of the FAC and the funding and planning required to bring such an alternative to fruition, Aviation indicated a general reluctance to proceed along this course. The Committee understands the proposed work is the first stage of a plan for the redevelopment of the terminal and support infrastructure. The planning and implementation of subsequent proposals will become the responsibility of the FAC which it should be remembered will not commence operations until April 1987. Assuming it may take six months or even longer to develop plans for the provision of a new terminal, and three years to construct, it would be at least 1990 before completion. The Committee believes therefore that whilst the advent of the FAC has come at an inopportune moment for planning the future of the ITB, decisions must be taken now.

98. Committee's Conclusions and Recommendations

(1) The Committee believes the proposed work will not alleviate congestion to a significant extent and at the end of the three year construction period the problems now being experienced will be even more acute.

(2) The Committee does not believe the proposed work at an estimated cost of $20 million will be the most effective use of the money to be expended.

(3) The Committee concludes it is not expedient for the proposed work to proceed.

(4) Planning for the provision of a new international terminal building should commence immediately.

(5) Improvements recommended to relieve present congestion at the International Terminal are:

(a) Commonwealth authorities should provide staff to process passengers at maximum attainable levels.

(b) The length of the curfew should be reduced by one hour in the morning.

SECURITY

99. Australia is a member of the International Civil Aviation Organization (ICAO), a regulatory body which sets standards and recommended practices for aviation including those for airport security, Annex 17 (Aviation Security) to the Convention on International Civil Aviation provides advice on the safety of passengers, crew, ground personnel and the general public at airports. Annex 17 has been revised following recent terrorist activity at overseas airports.

100. Revisions include measures for:

- better security control of transfer and transit passengers and their cabin baggage;

- prohibiting access to aircraft by unauthorised personnel;

- prohibiting contact between secure passengers and unscreened persons.

101. Aviation told the Committee that Australia participated in reviewing Annex 17.

102. The Director of Aviation Security informed the Committee that most airline and airport security procedures, that have been approved by Department of Aviation, meet the new ICAO standards. he said other areas are being examined.

103. The Committee was advised that security measures at the Sydney Airport are on a sliding scale and can be varied, without major structural alterations to the terminal building, to suit a perceived threat or other criteria which would indicate that a change is needed.

104. In response to a Committee query, Aviation said it was not an ICAO requirement to prohibit members of the non-travelling public from airport terminals.

105. The Director of Aviation Security also had a private meeting with the Committee, after the public hearing, to discuss security at the Sydney ITB.

ENVIRONMENTAL CONSIDERATIONS

106. In accordance with the requirements of the Environment Protection (Impact of Proposals) Act 1974 the Department of Aviation has made an assessment of the environmental impact of the proposed work. The works have been assessed as not being environmentally significant.

CONSULTATIONS

107. The following organisations were consulted by the Department of Aviation and the Department of Housing and Construction:

- Department of Industry, Technology and Commerce (Australian Customs Service)
- Department of Immigration and Ethnic Affairs
- Department of Health
- Department of Sport, Recreation and Tourism
- Department of Primary Industry
- Australian Federal Police
- QANTAS Airways Ltd
- Trans Australia Airlines
- Ansett Airlines of Australia
- Sydney Airline Operators Committee

108. The following organisations were consulted by the Department of Housing and Construction:

- Sydney County Council
- Australian Council for Rehabilitation of Disabled
- Labor Council of N.S.W.
- Metropolitan Water, Sewerage and Drainage Board
- National Occupational Health and Safety Commission

ESTIMATE OF COST

109. The estimated cost for the work when referred to the Committee was $20 million at September 1985 prices.

110. Aviation said the limit was based on the premise that further development projects at the airport would be more expensive. The limit was also influenced by a consultant Aviation commissioned to investigate ITB redevelopment.

111. Construction time would be about three years.

RECOMMENDATIONS AND CONCLUSIONS

112. The recommendations and conclusions of the Committee and the paragraph in the report to which each refers are set out below:

		Paragraph
1.	IMPROVEMENTS ARE REQUIRED TO PASSENGER *PROCESSING AND BAGGAGE FACILITIES AND PUBLIC* AREAS IN THE INTERNATIONAL TERMINAL AT SYDNEY (KINGSFORD-SMITH) AIRPORT TO CATER FOR INCREASED PASSENGER NUMBERS DURING DAILY PEAK PERIODS.	57
2.	THE COMMITTEE BELIEVES THE PROPOSED WORK WILL NOT ALLEVIATE CONGESTION TO A SIGNIFICANT EXTENT AND AT THE END OF THE THREE YEAR CONSTRUCTION PERIOD THE PROBLEMS NOW BEING EXPERIENCED WILL BE EVEN MORE ACUTE.	98
3.	THE COMMITTEE DOES NOT BELIEVE THE PROPOSED WORK AT AN *ESTIMATED COST OF $20 MILLION WILL* BE THE MOST EFFECTIVE USE OF THE MONEY TO BE EXPENDED.	98
4.	THE COMMITTEE CONCLUDES IT IS NOT EXPEDIENT FOR THE PROPOSED WORK TO PROCEED.	98
5.	PLANNING FOR THE PROVISION OF A NEW INTERNATIONAL TERMINAL BUILDING SHOULD COMMENCE IMMEDIATELY.	98

Paragraph

6. IMPROVEMENTS RECOMMENDED TO RELIEVE PRESENT CONGESTION AT THE INTERNATIONAL TERMINAL ARE:

(a) COMMONWEALTH AUTHORITIES SHOULD PROVIDE STAFF TO PROCESS PASSENGERS AT MAXIMUM ATTAINABLE LEVELS. 98

(b) THE LENGTH OF THE CURFEW SHOULD BE REDUCED BY ONE HOUR IN THE MORNING. 98

D.J. Foreman

(D.J. FOREMAN)
Chairman

Parliamentary Standing Committee
on Public Works
Parliament House
CANBERRA

24 April 1986

APPENDIX A

LIST OF WITNESSES

Abrams, Mr T.J., Airways Organiser, Federatd Clerks Union (N.S.W.), C/- Labor Council Building, 377-383 Sussex Street, Sydney, New South Wales

Austin, Mr J.W.G., Commercial Manager, New South Wales Region, Department of Aviation, P.O. Box 409, Haymarket, New South Wales

Campbell, Mr K.N., Chairman, Airline Operators Committee, TAA International Terminal, Sydney (Kingsford-Smith) Airport, Mascot, New South Wales

Cox, Mr M.J.A., Property Director, Qantas Airways Ltd, P.O. Box 489, Sydney, New South Wales

Du Bois, Mr M.J., Terminal Manager, Sydney (Kingsford-Smith) Airport, Department of Aviation, P.O. Box 211, Mascot, New South Wales

Gibbs, Mr N.C., Manager, Australian Airports Operations, Qantas Airways Ltd, P.O. Box 489, Sydney, New South Wales

Hayman, Mr D.M., Chief Engineer, Major Airport Projects Branch, Department of Aviation, P.O. Box 367, Canberra City, Australian Capital Territory

Huggett, Mr J.W.E., Principal Adviser, Airports Division, Department of Aviation, P.O. Box 367, Canberra City, Australian Capital Territory

Jones, Mr P.H., TAA Delegate, Federated Clerks Union (N.S.W.), C/- Labor Council Building, 377-383 Sussex Street, Sydney, New South Wales

Kershaw, Mr K.W., Airport Director, Sydney (Kingsford-Smith) Airport, Department of Aviation, P.O. Box 211, Mascot, New South Wales

Krolke, Mr E.J., Manager, Fleet Utilisation and Scheduling, Qantas Airways Ltd, P.O. Box 489, Sydney, New South Wales

Laird, Mr W.L., Project Manager, Department of Housing and Construction, N.S.W. Region, Tower Building, Australia Square, Sydney, New South Wales

McKenzie, Mr G.A., Associate Director, Projects, Department of Housing and Construction, N.S.W. Region, Tower Building, Australia Square, Sydney, New South Wales

Murphy, Mr K.J., Assistant Collector, Australian Customs Service, P.O. Box 185, Mascot, New South Wales

Sidoli, Mr C.A.R., Airport Manager, Sydney, Qantas Airways Ltd, P.O. Box 489, Sydney, New South Wales

Sidoli, Mr C.A.R., Chairman, Building Development Committee, Airline Operators Committee, Qantas Airways Ltd, P.O. Box 489, Sydney, New South Wales

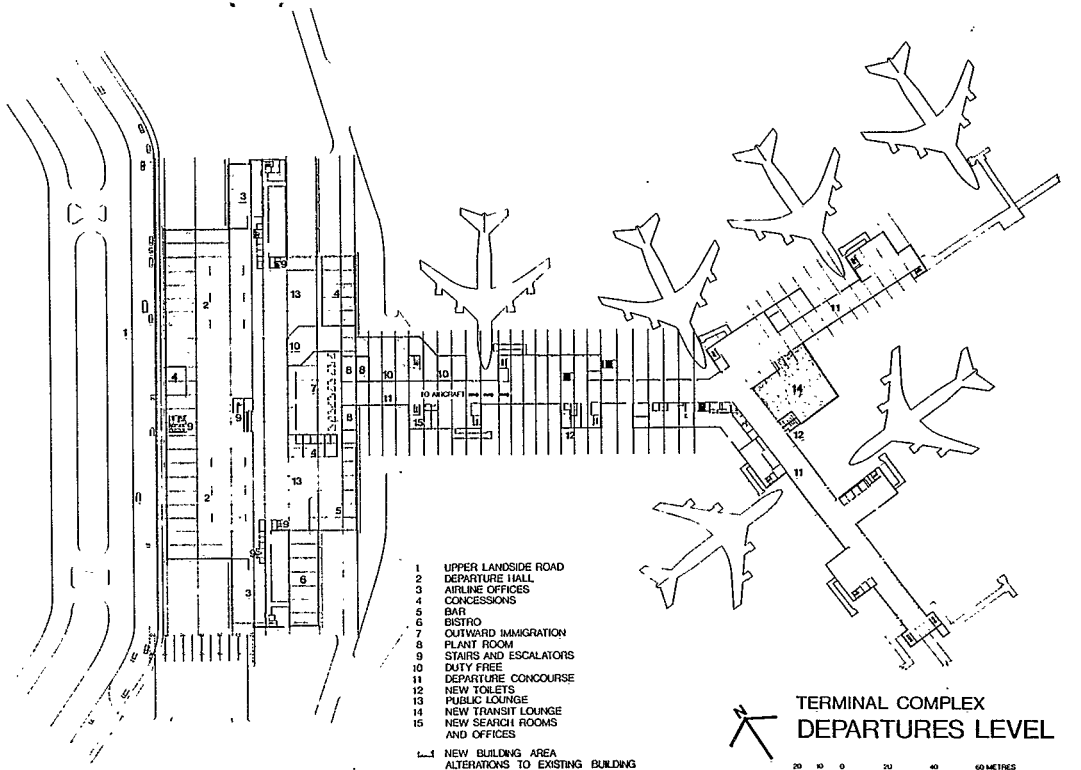
Terrell, Captain A.I., General Manager, Operations, Qantas Airways Ltd, P.O. Box 489, Sydney, New South Wales

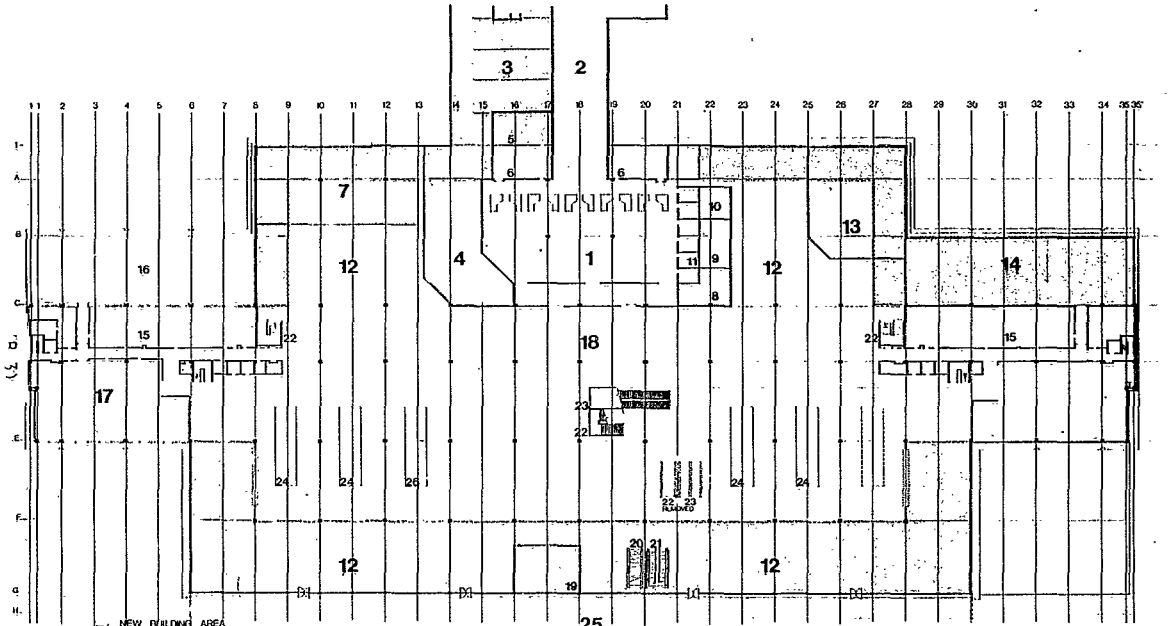
Thurlow, Mr J.A., Director, Barrier Division, Australia Customs Service, Broughton Street, Barton, Australian Capital Territory

Tow, Mr A.C., Acting Chief Architect, Science, Courts and Airports Branch, Department of Housing and Construction, 470 Northbourne Avenue, Dickson, Australian Capital Territory

Walton, Mr H.R., Director, Aviation Security, Department of Aviation, P.O. Box 367, Canberra City, Australian Capital Territory

SITE PLAN
200 0 200 400 600 800 METRES
N
BOTANY BAY
COOKS RIVER
INTERNATIONAL TERMINAL
DOMESTIC TERMINALS
QANTAS BASE
AIRPORT DRIVE


1 UPPER LANDSIDE ROAD
2 DEPARTURE HALL
3 AIRLINE OFFICES
4 CONCESSIONS
5 BAR
6 BISTRO
7 OUTWARD IMMIGRATION
8 PLANT ROOM
9 STAIRS AND ESCALATORS
10 DUTY FREE
11 DEPARTURE CONCOURSE
12 NEW TOILETS
13 PUBLIC LOUNGE
14 NEW TRANSIT LOUNGE
15 NEW SEARCH ROOMS AND OFFICES
NEW BUILDING AREA
ALTERATIONS TO EXISTING BUILDING
TO AIRCRAFT
N
TERMINAL COMPLEX
DEPARTURES LEVEL
20 10 0 20 40 60 METRES

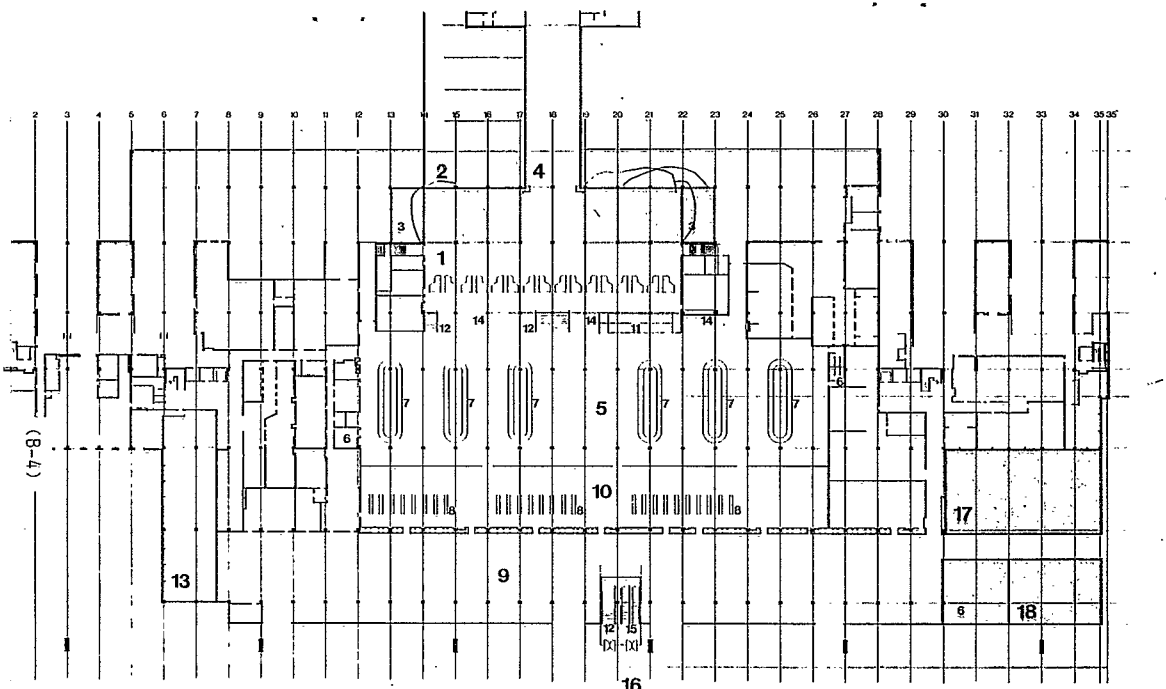


NEW BUILDING AREA
ALTERATIONS TO EXISTING BUILDING

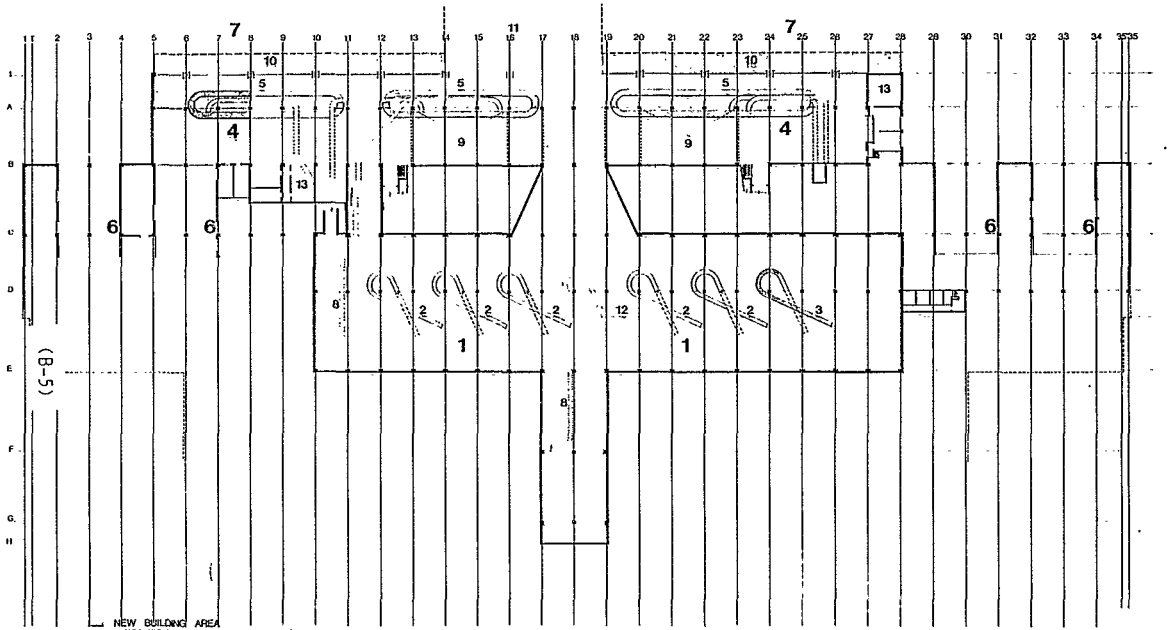
1 OUTWARD IMMIGRATION
2 DEPARTURE CONCOURSE
3 AIRSIDE DUTY FREE SHOP
4 LANDSIDE DUTY FREE SHOP
5 NEW PLANT ROOM
6 EXISTING PLANT ROOM
7 NEWSAGENT & GIFTS
8 CHEMIST
9 JEWELRY
10 BANK
11 CUSTOMS OFFICES
12 PUBLIC LOUNGE
13 BAR
14 BISTRO
15 EXISTING TOILETS
16 OBSERVATION DECK
17 AIRLINE OFFICES
18 DEPARTURES HALL
19 KIOSK
20 NEW STAIRS
21 NEW ESCALATORS
22 EXISTING STAIRS
23 EXISTING ESCALATORS
24 EXISTING CHECK-IN COUNTER
25 UPPER LANDSIDE ROAD
26 EXISTING CHECK IN COUNTER UPGRADED

TERMINAL BUILDING
DEPARTURES LEVEL

10 5 0 10 30 METRES



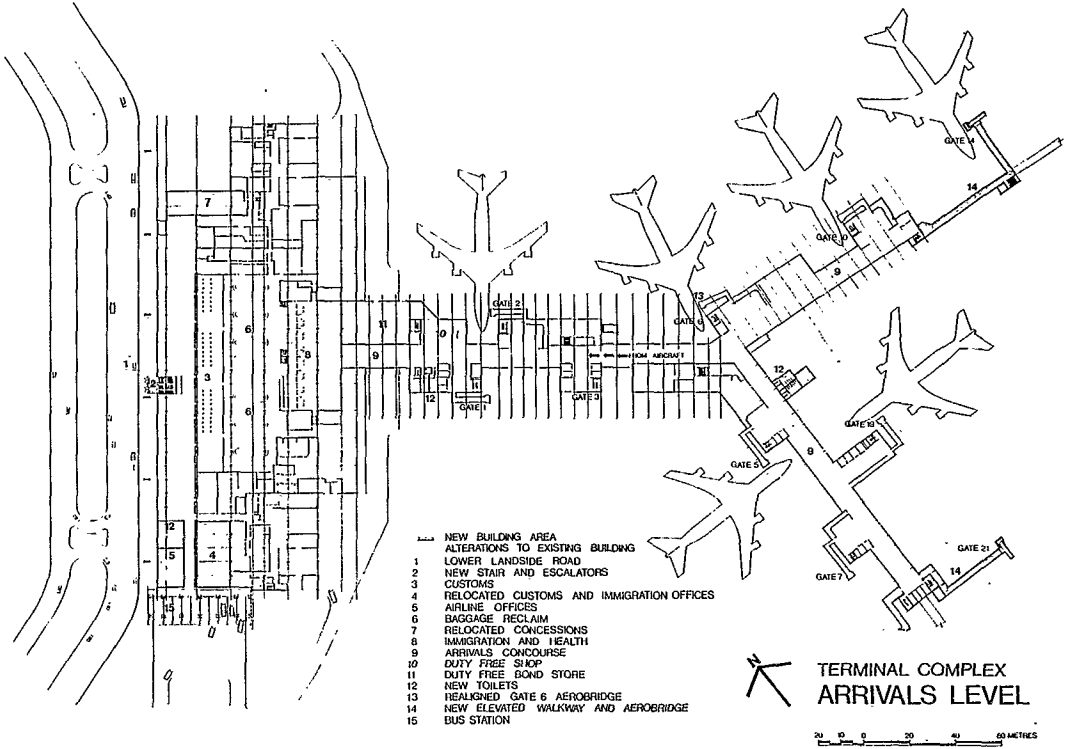
TERMINAL BUILDING
ARRIVALS LEVEL



NEW BUILDING AREA
ALTERATIONS TO EXISTING BUILDING

1 BAGGAGE BREAKDOWN AREA
2 EXISTING BAGGAGE BREAKDOWN CONVEYORS
3 NEW BAGGAGE BREAKDOWN CONVEYER
4 BAGGAGE MAKE UP AREA
5 NEW BAGGAGE MAKE UP RACETRACKS
6 EXISTING LOADING DOCKS
7 AIRSIDE ROAD
8 TRANSIT BAGGAGE CONVEYOR REMOVED
9 PRIMARY LINE EXTENSION OVER
10 NEW CANOPY TO BAGGAGE MAKE UP AREA
11 CONCOURSE OVER
12 CONVEYOR TO BE REMOVED
13 RELOCATED OFFICE AREA

TERMINAL BUILDING
BAGGAGE LEVEL


NEW BUILDING AREA
ALTERATIONS TO EXISTING BUILDING
1 LOWER LANDSIDE ROAD
2 NEW STAIR AND ESCALATORS
3 CUSTOMS
4 RELOCATED CUSTOMS AND IMMIGRATION OFFICES
5 AIRLINE OFFICES
6 BAGGAGE RECLAIM
7 RELOCATED CONCESSIONS
8 IMMIGRATION AND HEALTH
9 ARRIVALS CONCOURSE
10 DUTY FREE SHOP
11 DUTY FREE BOND STORE
12 NEW TOILETS
13 REALIGNED GATE 6 AEROBRIDGE
14 NEW ELEVATED WALKWAY AND AEROBRIDGE
15 BUS STATION
GATE 1
GATE 2
GATE 3
GATE 4
GATE 5
GATE 6
GATE 7
GATE 10
GATE 12
GATE 14
GATE 21
TO/FROM AIRCRAFT
TERMINAL COMPLEX
ARRIVALS LEVEL
20 10 0 20 40 60 METRES