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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS



REPORT

relating to the

PROPOSED FITOUT WORKS AT 110 GOULBURN STREET, SYDNEY
FOR THE EASTERN REGION HEADQUARTERS
OF THE AUSTRALIAN FEDERAL POLICE

(Fourteenth Report of 1988)

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MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE
ON PUBLIC WORKS

(Twenty-Ninth Committee)

Mr Colin Hollis MP (Chairman)
Mr Percival Clarence Millar MP (Vice-Chairman)

Senate

House of Representatives

Senator Bryant Robert Burns	Mr George Gear MP
Senator John Robert Devereux	Mr Robert George Halverson OBE MP
Senator Dr Glenister Sheil	Mr John Graham Mountford MP
	Mr William Leonard Taylor MP *

* Appointed on 29.9.88 following resignation of
Mr Maxwell Arthur Burr MP

EXTRACT FROM THE
VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES
NO. 82 DATED TUESDAY 18 OCTOBER 1988

- 7 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK - FITOUT OF REGIONAL HEADQUARTERS OF THE AUSTRALIAN FEDERAL POLICE, SYDNEY:
Mr West (Minister for Administrative Services), 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: Fitout works at 110 Goulburn Street, Sydney for the northern command and eastern region headquarters of the Australian Federal Police.

Mr West presented plans in connection with the proposed work.

Debate ensued.

Question - put and passed.

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

**PROPOSED FITOUT WORKS AT 110 GOULBURN STREET, SYDNEY
FOR THE EASTERN REGION HEADQUARTERS
OF THE AUSTRALIAN FEDERAL POLICE**

REPORT

By resolution on 18 October 1988 the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration and report to Parliament the proposal for Fitout Works at 110 Goulburn Street, Sydney for the Northern Command and Eastern Region Headquarters of the Australian Federal Police.

THE REFERENCE

1 The work proposed in this reference is for the fitout of a building under construction at 110 Goulburn Street, Sydney to provide a purpose-built headquarters facility for the Australian Federal Police (AFP). At the public hearing the Committee was informed that due to AFP organisational changes the name of the building will be changed to the Eastern Region Headquarters as the Northern Region (Queensland and Northern Territory) now reports directly to Headquarters in Canberra and not through the Eastern Region. The change has no effect on staff levels or space requirements.

2 The building is being constructed in accordance with the requirements of the AFP and will provide 13 300 m² of office space and 150 car-parking spaces. The Department of Administrative Services (DAS) has pre-committed a fifteen-year lease on the building with a further five-year option.

3 The fitout of the building will provide:

- . general office space to accommodate the various investigation units and support staff
- . general office space to accommodate the Eastern Region Headquarters
- . scientific/forensic examination facilities and photographic processing areas
- . secure storage facilities
- . workshops
- . staff training facilities
- . pistol range
- . staff amenities such as locker rooms, showers, exercise rooms and a meal room.

4 The base building is expected to be completed by January 1990 with fitout to be completed by March 1990.

5 The limit of cost of the proposed work is \$8m at August 1988 prices.

THE COMMITTEE'S INVESTIGATION

6 Following a request from the AFP, the Committee agreed to hold a private hearing into this proposal as provided for by section 18A(1) of the Public Works Committee Act 1969. In accordance with section 18A(2) of the Act, the AFP and DAS were invited to appear before the Committee at a private hearing on 21 November 1988. On 24 October 1988 the Committee inspected existing accommodation at TNT Towers and also viewed construction of the building to be fitted out.

BACKGROUND

7 The AFP was formed in 1979 following the then Government's decision to disband the Commonwealth Police, the Narcotics Division of the Department of Customs and Excise and the Australian Capital Territory Police and establish a new police force with responsibilities for the provision of police services in relation to the laws of the Commonwealth. The AFP has since evolved as the Commonwealth's principal law enforcement agency.

8 The functions of the AFP are set out in section 8 of the Australian Federal Police Act 1979 and are essentially the provision of police services in relation to Commonwealth law. Objectives for the AFP are determined by the Government and may be amended from time to time to reflect current needs. The present objectives established in 1985 give priority to preventing and detecting drug trafficking, organised crime and large-scale fraud against Commonwealth revenue.

THE NEED

9 The former Commonwealth Police Headquarters in TNT Towers Lawson Square, Redfern was retained as the original headquarters building for the new AFP in 1979. By 1981 it was recognised that this building was inadequate. It was too small for the increasing numbers of the AFP and lacked the properly designed special purpose features essential for an operational police headquarters such as communications, technical and scientific facilities, a drug vault, proper briefing and intelligence analysis facilities and training support. Its location, remote from the Central Business District (CBD), the courts, New South Wales Police, Director of Public Prosecutions and the National Crime Authority, is inconsistent with the role of the priority front-line criminal investigations area of the AFP.

10 In addition to 4916 m² at TNT Towers, Redfern, the AFP currently occupies some 2695 m² in a number of other buildings in Sydney. While this provides sufficient office-type accommodation it leaves the region short of specialist accommodation such as forensic investigation facilities, film developing facilities, drug vaults, staff amenities and interview/operations rooms. Existing AFP accommodation holdings in Sydney are as follows:

	Building	Size m ²	Usage
1.	TNT Tower, Lawson Square, Redfern	4916	Regional Headquarters
2.	7-9 Gibbon Street, Redfern	58	car spaces
3.	Plaza Building, 59 Goulburn Street, Sydney	2055	fraud and general crime
4.	Edgecliff Centre	195	internal investigation
5.	Slough Estate, Maddox Street, Alexandria	411	electronic services vehicle examination, AGAL Laboratory property and Q stores.
6.	Mortlake	34	drug vault

11 Existing AFP accommodation is of a poor standard and inadequate size and is on short-term lease. The accommodation deficiencies are a major inhibiting factor in the AFP's operational efficiency in the region. All AFP accommodation in Sydney is regarded as being unsatisfactory in terms of meeting space, security and functional requirements for the AFP as the

Commonwealth's primary law enforcement agency. The physical separation creates administrative and operational inefficiencies which will only be resolved by the collocation of all groups in the proposed building. None of the present buildings occupied by the AFP provides the interviewing facilities that will have special significance if the legal requirement for taping of interviews extends beyond Victoria.

12 The proposed building will consolidate functions which are presently fragmented and provide effective and efficient operational facilities essential for a major criminal investigation agency. It will also establish an AFP identity at a central location, provide centres of accommodation in line with current Commonwealth occupational health and safety standards and facilitate a level of service to user groups consistent with present-day expectations.

Committee's Conclusion

13 There is a need for the consolidation of the activities of the Australian Federal Police in Sydney into a single building to enable the Australian Federal Police to improve its operational and administrative efficiency.

THE PROPOSAL

14 The proposal is to relocate various elements of the Eastern Region Headquarters of the AFP into a single discrete building. DAS has pre-committed the lease of the building under construction at 110 Goulburn Street, Sydney from Kinder Investments Pty Ltd for a period of fifteen years with a further five-year option. Fitout will be undertaken concurrently with construction of the building (see paragraph 38).

15 For a number of years the AFP has proposed a discrete self-contained building for its Eastern Region Headquarters. Various delivery mechanisms have been considered including purchase of a suitable site and construction of a special purpose building or purchase of a suitably improved property for conversion and/or refurbishment.

16 In February 1986 after extensive investigations, Cabinet approved the acquisition of the Redfern Mail Exchange property (which was then surplus to Australian Postal Commission requirements) to enable refurbishment for the AFP proposal and as a replacement facility for the DAS Transport and Storage Depot currently located at Alexandria.

17 The Redfern Mail Exchange property was withdrawn by the Australian Postal Commission in mid-1986 with a view to conversion for office accommodation to enable relocation of headquarters staff from the GPO. This proposal was considered by the Committee in December 1987 (Second Report of 1988).

18 Priority action was then taken to add an item for the relocation and consolidation of the various elements of the Eastern Region Headquarters of AFP included in the DAS 1986-87 new lease and fitout programs.

19 Extensive investigation of the real estate market in Sydney confirmed that suitable alternative premises were not available to provide the quantum of space (11 500 m²) and to meet the range of requirements in the AFP brief which are unique to its operational units and not generally provided in typical commercial office buildings.

20 Public offers were subsequently invited through the local and national press in November-December 1986 for the provision of accommodation to satisfy the AFP requirements. A good response resulted in seventeen offers being submitted which were, on the basis on suitability of location and development potential, short-listed to six potentially suitable properties.

21 A more detailed brief of AFP requirements was provided to the shortlisted developers who were invited to submit revised offers by 31 March 1987. The specialised nature of the project required different arrangements from normal office buildings and it was decided that the building should be leased as a shell with internal finishes to be provided as part of the fitout contract resulting in inherent savings in rental over the leased term.

22 The revised offers were considered by the AFP and DAS and an agreed list of the most technically and commercially acceptable proposals was prepared from which 110 Goulburn Street was selected as most appropriate for AFP accommodation.

Building Description

23 The base building shell being constructed by the developer is of modern design and to normal commercial standards. It will comprise seventeen levels with twelve floors from the street level and five basement levels. The new building will provide 5000 m² of office space, 7000 m² of specialised accommodation and basement car-parking for 150 vehicles. There will be sufficient space to cater for expansion up to 1992 based on current staffing proposals. The developer will construct one floor (level twelve) of some 1300 m² to cater for longer-term growth. This will permit further expansion up to 1998 on current growth at no expense to the Commonwealth. Rent will not be paid for this space until it is occupied by the AFP.

24 Included in the accommodation are:

- . air-conditioned office space on levels six to sixteen
- . building services concentrated within a central core which include lighting, power, fire protection systems, lifts, computer cabling riser and communications cabling systems

- . staff amenities including tea room and cleaners' stores on each floor
- . male and female staff toilets on each accommodation level and disabled toilets on levels six, nine and fifteen and unisex toilets on each accommodation level
- . basement car-parking on levels one to five for 150 official vehicles, of which six are for disabled parking
- . a roof area (level seventeen) which will house the pistol range, additional fitness facilities, plant rooms and service areas.

The Site

25 One of the criteria for selecting a site was that it had to be within or on the fringe of the CBD close to the various courts and other authorities with which the AFP has daily contact. The Goulburn Street proposal was selected as the preferred option because it best met all user requirements, including siting. A particular benefit is its close proximity to the other agencies with which the AFP has frequent and close contact including:

- . New South Wales Police Headquarters
- . New South Wales Police Centre
- . New South Wales Police Criminal Investigation Bureau
- . National Crime Authority
- . Director of Public Prosecutions
- . St James Court
- . Castlereagh Street Courts
- . most Commonwealth departments with which substantial contact is maintained
- . other city areas visited by police on a daily basis.

26 There are major advantages in terms of both operational and cost effectiveness. Operationally, close contact and co-operation with other agencies promote ease of access. The headquarters within the CBD also will facilitate public contact with the AFP. In terms of cost and productivity, marked savings are expected in terms of man hours no longer lost in travelling to and from the city and savings in vehicle mileage and petrol.

27 The Goulburn Street site also is very close to public transport and has easy vehicle access/egress to and from any direction. This will be extremely beneficial in enabling AFP to recruit and maintain staff. The location has an added advantage of providing the AFP with a much more effective corporate identity than that currently experienced in its present location.

28 The site of 2384 m² is located at the southern end of the Sydney CBD on the north side of Goulburn Street. It faces south and has three street frontages, principally to Goulburn Street and to Alberta and Nithsdale Streets.

Environment

29 Particular attention has been paid to ensuring that the design of the building profile harmonises with the surrounding developments. Specific steps have been taken to ensure that the pistol range conforms to local government regulations.

Car-Parking

30 The proposed development will provide secure undercover parking for up to 150 police vehicles including special purpose vehicles.

31 Parking for disabled and official visitor parking also will be provided. The number of spaces is in accordance with limits proposed by the Council of the City of Sydney.

Staff Amenities

32 Apart from specialist accommodation needs there is a particular need for staff amenities areas. These include locker rooms, shower facilities, gymnasium, training and meal room. Uniform and plain-clothes staff are obliged to maintain an above-average level of fitness both physically and mentally in order to carry out their duties effectively. In view of the excessive hours worked when a major operation is under way, it is essential to be able to provide adequate facilities for members not able to go home because of operational requirements. The training area will be used for general lectures, skills training and career advancement for all staff in the command.

Consultation

33 The following staff associations have been consulted on a regular basis during the development of the functional brief and preliminary sketch plans and have indicated formal support for the proposal:

- . Australian Federal Police Assocation
- . Administrative and Clerical Officers Association
- . Professional Officers Association
- . Australian Public Service Association
- . Professional Radio and Electronics Institute.

34 The following authorities have been consulted with regard to the fitout:

- . Sydney County Council
- . Sydney City Council
- . Board of Fire Commissioners of New South Wales
- . Water Board
- . Telecom.

Access

35 The site is well served by a local road network. Vehicle entry to the building for parking and delivery will be from Nithsdale Street with separated entry point for parking, servicing and goods delivery to the loading dock on level six. Pedestrian entry will be controlled through the main reception area off the Goulburn Street forecourt also on level six.

Transport

36 Rail and bus services are available within close proximity to the site and provide easy access to shopping facilities in the CBD.

Committee's Conclusion

37 The extent of the proposed fitout of 110 Goulburn Street Sydney is justified and will satisfy Australian Federal Police space requirements up to 1992. The provision of an additional floor by the developer will permit further expansion up to 1998.

CONSTRUCTION DETAILS

Fitout Contract

38 The developer/lessor will undertake the AFP fitout on a construction management basis through a single select tender with ACS and integrate the fitout work into the completion of the base building. This arrangement will facilitate early occupation, take advantage of builder's warranties and reduce any "dead" rental payments.

Developer's Works

39 Because of the intensive nature of the AFP fitout requirements, including its special purpose facilities, arrangements were made to lease a base building shell in lieu of a completed building with standard office finishes. A cash offset of \$1.1m provided by the developer to compensate for this arrangement will be utilised to provide the following fitout works:

- . floor finishes including carpet to all office areas
- . suspended ceilings in office areas
- . light fittings in office areas
- . painting of internal walls and columns.

Base Building Works

40 Works to accommodate the AFP brief include:

- . high capacity floor loadings for secure rooms, registry and compactus areas
- . loading bay dock
- . car-wash bay in basement
- . self-contained refrigerated drinking water units on each office floor.

Base Building Variations

41 The following additional works will need to be undertaken

by the developer at Commonwealth expense during the construction works:

Structural modification to accommodate -

- . an A Class secure room
- . monorail beams to loading dock and vehicular examination bay
- . block out to accommodate dock leveller on level six (loading dock)
- . anchors and sole plate fixtures on level seventeen (roof) for three masts and one dish antenna
- . block wall on level six to separate the secure restricted access zone from the reception area.

Provision of grease arrestor and chemical dilution pits on level six forecourt.

Design

42 The fitout design has been developed so that offices, open planned areas and areas requiring special servicing are grouped to provide cost-effective services installations and operational flexibility.

43 Security zones have been planned to monitor and control movement into and through the building. Movement into the secure zone will be controlled at the main reception area on level six. A secure lift lobby on each floor will ensure controlled access to each floor.

Partitioning System

44 The typical partition system to be used throughout the building will consist of steel studs and plasterboard sheeting. Appropriate finishes and trims will be used depending on functional location. Sound insulation will be provided to partitions requiring specific levels of acoustic performance. Approximately 30% are security partitions which will consist of steel grid mesh between plasterboard sheeting.

Mechanical Services

45 Air-conditioning, mechanical ventilation and other mechanical services will be modified to suit the fitout in accordance with relevant statutory requirements and Australian standards.

46 Areas to be air-conditioned include all office space, sensitive equipment areas, amenity areas and other occupied areas. Vehicular parking areas on the lower levels will be mechanically ventilated and exhausted. Supplementary air-conditioning will be provided to the pistol range and areas of dense occupation and/or high equipment use.

Fire Services

47 The building fire protection system comprises:

- . fire hydrants
- . fire hose reels
- . sprinklers.

48 These will be modified to suit the fitout in accordance with fire regulation requirements. A fire detection system using VESDA (Very Early Smoke Detection Apparatus) will be installed in selected areas.

Electrical Services

49 Lighting will be provided in accordance with Australian Standard for Lighting AS 1680. Areas for screen-based task areas will be provided with low brightness fittings and special purpose task lighting will be provided for dark-rooms, examination facilities and other special areas. Impact resistant flush fittings will be provided in interview rooms.

50 A 110 volt DC central battery system with batteries located on level seventeen will be augmented to provide backup power for additional emergency lighting and exit signs required for the fitout.

51 Power risers and floor distribution boards will be augmented to suit the fitout. Electrical loads and standby electrical power also will be provided.

52 A computer cabling riser will be provided from level six to level sixteen independent of the electrical power risers. Data cabling will be installed during the fitout.

53 The following communications systems will be augmented to suit fitout:

- . alterations to telephone block cabling system
- . augmentation to the Emergency Warning and Intercommunications System (EWIS) which will include master evacuation control panel and warden intercom points
- . augmentation to the master antenna television system
- . a master clock system will be provided.

54 The EWIS will include a master evacuation control panel and warden intercom points augmented as necessary to suit the fitout.

Security

55 Physical and electronic security requirements in accordance with the AFP security brief will be incorporated in the fitout.

Hydraulics

56 Additional sanitary plumbing to be provided will be connected to the building waste stacks.

Cost and Program

57 The limit of cost of the proposed fitout is \$8m at August 1988 prices. The base building is expected to be completed by January 1990 with fitout to be completed by March 1990.

Committee's Recommendation

58 The Committee recommends construction of the work in this reference.

CONCLUSIONS AND RECOMMENDATION

59 The conclusions and recommendation of the Committee and the paragraph in the report to which each refers are set out below:

Paragraph

1. There is a need for the consolidation of the activities of the Australian Federal Police in Sydney into a single building to enable the Australian Federal Police to improve its operational and administrative efficiency. 13
2. The extent of the proposed fitout of 110 Goulburn Street, Sydney is justified and will satisfy the Australian Federal Police space requirements up to 1992. The provision of an additional floor by the developer will permit further expansion up to 1998. 37
3. The limit of cost of the proposed fitout is \$8m at August 1988 prices. 57
4. The Committee recommends construction of the work in this reference. 58


Colin Hollis
Chairman

24 November 1988

LIST OF WITNESSES

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