

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA  
PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

**REPORT**

**relating to the**

**UPGRADE OF NAVY LIVING-IN ACCOMMODATION AT  
HMAS CERBERUS, CRIB POINT, VICTORIA**

**(Eighth Report of 1989)**

Parliament of Australia

Senate

81st Sess. (1989)

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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**

Senator Bryant Robert Burns

Senator John Robert Devereux

Senator Dr Glenister Sheil

**House of Representatives**

Mr George Gear MP

Mr Robert George Halverson OBE MP

Mr John Graham Mountford MP

Mr William Leonard Taylor MP \*

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

**Sectional Committee on Upgrade of Navy Living-in Accommodation  
at HMAS Cerberus, Crib Point, Victoria**

Mr Colin Hollis MP (Chairman)

Mr Percival Clarence Millar MP (Vice-Chairman)

Mr George Gear

EXTRACT FROM THE VOTES AND PROCEEDINGS OF  
THE HOUSE OF REPRESENTATIVES

NO. 96 DATED TUESDAY 29 NOVEMBER 1988

10 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK - UPGRADE OF NAVY  
LIVING-IN ACCOMMODATION AT HMAS CERBERUS, CRIB POINT,  
VICTORIA : 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: Upgrade of  
Navy Living-in Accommodation at HMAS Cerberus,  
Crib Point, Victoria.

Mr West presented plans in connection with the proposed work.

Debate ensued.

Question - put and passed.

**PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS**

**UPGRADE OF NAVY LIVING-IN ACCOMMODATION AT  
HMAS CERBERUS, CRIB POINT, VICTORIA**

By resolution on 29 November 1988 the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration the proposal for the Upgrade of Navy Living-in Accommodation at HMAS Cerberus, Crib Point, Victoria.

**THE REFERENCE**

1. The Government is committed to improving living conditions for single personnel in the Australian Defence Force as announced in the 1987 Defence Policy Information Paper of 1987.
2. This proposal relates to the improvement of Navy single living-in accommodation at the main Navy training establishment HMAS Cerberus, Crib Point, Victoria. Work is planned to commence in 1989 and to continue for some four to five years. It provides for 764 upgraded bed spaces in eight buildings together with a new accommodation block for 120 junior sailors.
3. Services Scales and Standards of Accommodation (SSSA) prescribe scales applicable to new construction. For proposals to upgrade existing buildings, Defence's objective is to bring the accommodation as close to SSSA as possible within the constraints of existing building envelopes and layouts.
4. Much of the existing permanent barracks accommodation at HMAS Cerberus was built either before or during the 1960s to the then current SSSA which, for junior sailors, provided for four-bed rooms, minimum built-in furniture and communal ablutions. SSSA were amended in 1973, the main changes being to

increase the space allocation for junior sailors from 7.43 m<sup>2</sup> to 9.9 m<sup>2</sup> and provide them with individual rooms, to increase the room size from 9.3 m<sup>2</sup> to 11 m<sup>2</sup> for senior sailors and to provide more convenient and private ablution facilities for all ranks.

5. The works as referred to the Committee comprise:

- construction of a new accommodation block for junior sailors
- upgrading of six existing sleeping blocks for junior sailors
- upgrading of two existing sleeping blocks for senior sailors
- refurbishment of the showers, toilets and laundry facilities of the four recruit blocks.

6. The estimated cost of the proposed works when referred to the Committee in November 1988 was \$15.7m at September 1988 prices. Subject to the necessary approvals, the first building contracts will be let in late 1989 and the development is expected to be completed by mid-1993.

#### THE COMMITTEE'S INVESTIGATION

7. The Committee received submissions and project drawings from the Department of Defence (Navy) and the Australian Construction Services (ACS), and took evidence from their representatives at a public hearing held at the RAAF Base Wagga on 21 February 1989. Documentation was also provided by the Australian Heritage Commission and is incorporated in the Minutes of Evidence.

8. A list of witnesses who appeared at the public hearing is at Appendix A. The Committee's proceedings will be printed as Minutes of Evidence.

9. The Committee inspected the site of the proposed development on 14 November 1988 as part of a site inspection of a previous reference to the Committee - Construction of New Communications and Recruit Schools, HMAS Cerberus, Crib Point, Victoria (Second Report of 1989).

#### **BACKGROUND**

##### **HMAS Cerberus - Roles and Functions**

10. HMAS Cerberus is located at Crib Point, Victoria, 75 km southeast of Melbourne. The base occupies an area of some 1500 ha and consists of natural, cleared and developed (or urban) areas and includes Sandy Point Peninsula, part of Stony Point Peninsula and Hanns Inlet. There is also an additional 15 ha of land at West Head for a gunnery and guided weapons range. West Head is situated on Port Phillip Bay approximately 25 km from HMAS Cerberus.

11. HMAS Cerberus is one of the principal Royal Australian Navy (RAN) training establishments providing basic training for all recruits and technical, advanced and specialist training for Navy personnel. Twelve training schools are located on the base with courses ranging from the most basic for initial recruit training to major fleet unit commanding officer/executive officer designate courses. The advanced technical and specialist training includes gunnery, guided weapons, weapons and electronic engineering, marine engineering, damage control, communications, seamanship, survival, secretarial, training technology, management and physical training. Training assistance also is provided to the Melbourne Port Division of the Royal Australian Navy Reserve (RANR), and berthing and overside services are provided for assigned and visiting minor war vessels and a number of seamanship training craft.

12. HMAS Cerberus was commissioned as a training establishment in 1921. Training buildings were added progressively in the 1920s and 1930s with many temporary buildings being constructed during World War II. Minor redevelopment of the base occurred from 1957 through the 1960s and 1970s. The overall result has been the development of a base with some 400 buildings of varying styles and structures. The current asset value of HMAS Cerberus is of the order of \$300m.

13. A total of 1800 service personnel representing some 12% of the RAN's total is located at HMAS Cerberus. In addition, 150 civilians are employed on the base. The annual throughput of the twelve training schools is over 5000 trainees.

#### **Progress with Stage 1 Redevelopment**

14. In November 1986 the Public Works Committee recommended the construction of the first stage of the redevelopment of facilities at HMAS Cerberus, including a new wharf, new seamanship school, a marina and a boat ramp, at an estimated cost of \$14m at October 1986 prices (Eleventh Report of 1986).

15. During the site inspection at HMAS Cerberus the Committee reviewed the progress of those works. Navy told the Committee that despite some unexpected delays with the dredging component of the project and some industrial disputation, the project has proceeded faster than expected, and that it is pleased with the facilities and work to date. The Committee is impressed with the progress of the Stage 1 project, particularly the architectural design of the works.

#### **THE NEED**

#### **Navy Living-in Policy**

16. The Minister for Defence approved the following policy on

2 July 1985. Defence personnel will normally be required to live in under the following guidelines:

- new trainees and personnel undergoing first training courses
- all personnel under 18 years of age
- all personnel required to be on call for immediate duty
- personnel required to live in for disciplinary reasons
- personnel required to live in by single service commanding officers for operational reasons
- any other single service approved requirement.

17. This policy is amplified by the following Navy guidelines:

- it will be a normal requirement for sailors without families to live in, subject to command and establishment policies
- approval to live out will be subject to a commanding officer's discretion
- apprentices, initial employment trainees, officer cadets without families etc will be required to live in.

#### **Accommodation Needs**

18. The junior sailor buildings proposed for upgrading are up to three storeys and can each house up to 248 sailors. Common ablution facilities exist on each level and consist of toilets, showers, a bathroom and hand basin. Each room was originally designed to accommodate four sailors.

19. There are a number of problems associated with the current four-bed room design: privacy is limited; security of personal effects is lacking; built-in furniture, where provided, is limited to a wardrobe; and there are no common rooms. Floor coverings of drab vinyl tiles, combined with other deficiencies, provide very Spartan accommodation. Surveys of service personnel

have consistently shown a high level of dissatisfaction with this type of accommodation.

20. The senior sailor buildings proposed for upgrading were built in 1972 to the pre-1973 scales. Accordingly, the bedrooms are small and ablutions are provided on a communal basis.

#### **Committee's Conclusion**

21. There is a need to upgrade Navy living-in accommodation at HMAS Cerberus to replace the existing unsatisfactory accommodation and to bring it into line with current Defence standards.

#### **THE PROPOSAL**

##### **Objective of the Proposal**

22. The objective of the proposal is to upgrade the HMAS Cerberus accommodation buildings to provide a standard of living-in accommodation which is as close to current SSSA as the existing building envelopes and layouts permit. The conversion of existing four-bed rooms to two single cabins will create a shortage of junior sailor accommodation which is proposed to be overcome by the construction of an additional junior sailor accommodation block.

##### **Options Considered**

23. The following options were considered by Department of Defence:

- Option 1 - construct new accommodation to SSSA
- Option 2 - upgrade rooms, ablutions and buildings as close as possible to SSSA, regardless of cost

- Option 3 - upgrade rooms, ablutions and buildings as close as possible to SSSA with costs being held to less than 70% of new accommodation.

24. These options were presented in the following way by the Department of Defence:

• Option 1

Option 1 would involve the construction of new accommodation buildings to meet the accommodation requirement. It would also involve the demolition of all the existing permanent accommodation blocks. This option was not considered further due to the initial high cost of the new accommodation. There would be no offset of this cost by the sale of the existing buildings since they would need to be demolished to make way for new buildings and, in any event, would not be marketable because of their location. The demolition cost would be additional to the cost of the new buildings.

• Option 2

Option 2 would involve the conversion of existing junior sailor accommodation from the four-bed room concept to comply fully with current SSSA by providing modules of four single bedrooms with a common room and toilet/shower area serving the four occupants. Senior sailors and officers accommodation would also be fully converted by turning groups of three existing single cabins into two with shared en suite facilities between. This option was not favoured as the cost would be close to that of new accommodation.

Option 3

Option 3 would involve the upgrading of the recruits ablutions; the conversion of existing junior sailor four-bed rooms to two single bedrooms with the existing communal ablutions being renovated; two blocks of senior sailors accommodation would be fully converted as for Option 2, and officer accommodation would remain as currently configured.

25. Option 3 was presented as the preferred option because:

- 1. it satisfies the objective in the most cost effective manner
- 2. the life expectancy of the upgraded buildings will be comparable with new construction.

**The Proposed Works**

26. The proposal involves the upgrading of eight buildings over a four to five year period; 764 upgraded single rooms with modernised ablution facilities will be provided; all living areas will be carpeted and modern, built-in furniture will be provided. To overcome the shortage of junior sailor accommodation generated by the upgrading and to increase the flexibility of accommodation arrangements during the upgrading it is proposed to construct new accommodation for 100 junior sailors at the start of the project.

27. Generally the upgraded junior sailor rooms will be slightly above the stated scale for floor area as a result of the conversion of the four-bed rooms to two individual rooms.

28. The extent of upgrading works will vary depending on the condition of the existing facilities, but for junior sailors will

typically include:

- conversion of existing four-bed rooms to two single rooms
- provision of common rooms
- provision of box room storage for living-in personnel
- upgrading ablution facilities
- upgrading internal hydraulic and electrical services
- general repairs and restoration of the existing building fabric
- fire protection measures in accordance with Defence policy.

29. For recruits, Navy prefers to keep the four-bed rooms for training reasons, but intends to upgrade the communal ablutions.

30. Using a 248 junior sailors three-storey barrack block of 62 rooms as a standard, the major changes justified by SSSA would typically provide:

- 118 single rooms by conversion of 59 four-bed rooms
- 3 common rooms using 3 four-bed rooms
- 3 box rooms using the existing box rooms.

31. Conversion of the 100-person three-storey senior sailors blocks will provide:

- 66 single cabins with en suite ablutions
- 12 single cabins with communal ablutions
- 3 box rooms.

32. Further details on the construction of the works are provided at Appendix B with project drawings at Appendix C.

### Committee's Conclusion

33. The Committee is satisfied that the proposal will fulfil Department of Defence's guidelines for the accommodation of naval personnel at HMAS Cerberus.

### SCHEDULING OF THE PROPOSED WORKS

34. The new junior sailor accommodation block will be constructed first, being planned for commencement during 1989, and being completed early in 1991. Refurbishment of the existing junior sailor accommodation will follow, being completed during 1993. The upgrading of the senior sailor accommodation will be commenced during 1990 and completed during 1992. Refurbishment of recruit accommodation will commence in 1992 and conclude during 1993.

### LIMIT OF COST

35. Australian Construction Services has provided a limit of cost estimate of \$15.7m at September 1988 prices for this project. The proposed spread of expenditure is:

Fiscal Year	1989/90	1990/91	1991/92	1992/93	TOTAL
	\$1.0m	\$4.6m	\$6.5m	\$3.6m	\$15.7m

### Committee's Recommendation

36. The Committee recommends the upgrading of Navy Living-in Accommodation at HMAS Cerberus, Crib Point, Victoria at an estimated cost of \$15.7m at September 1988 prices.

## CONCLUSIONS AND RECOMMENDATION

37. 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 to upgrade Navy living-in accommodation at HMAS Cerberus to replace the existing unsatisfactory accommodation and to bring it into line with current Defence standards.	21
2. The Committee is satisfied that the proposal will fulfil Department of Defence's guidelines for the accommodation of naval personnel at HMAS Cerberus.	33
3. The Committee recommends the upgrading of Navy Living-in Accommodation at HMAS Cerberus, Crib Point, Victoria at an estimated cost of \$15.7m at September 1988 prices.	36

Colin Hollis  
Chairman

6 April 1989

APPENDIX A

**LIST OF WITNESSES**

DEVLIN, Mr Robert, Project Manager (Air/Navy), Australian Construction Services, Tivoli Court, 239-241 Bourke Street, Melbourne, Vic 3000

DICKSON, Commodore James, Department of Defence (Navy), Naval Officer in Charge (Victoria), Commanding Officer, HMAS Cerberus, Crib Point, Vic 3919

HOGAN, Mr Warren, Assistant Director (Project Division 2), Australian Construction Services, Tivoli Court, 239-241 Bourke Street, Melbourne, Vic 3000

PLATT, Mr Paul, Principal Architect, Australian Construction Services, 470 Northbourne Avenue, Dickson, ACT 2602

THOMSON, Commodore David, Director-General Facilities (Navy), Department of Defence, Russell Offices, Russell, ACT 2600

## APPENDIX B

### CONSTRUCTION, FINISHES AND FITMENTS

#### Existing

All of the existing accommodation buildings have been inspected with respect to their suitability for upgrading. They have been assessed as being structurally sound and suitable for refurbishment.

#### Internal Building Fabric

Generally the work will include repair of damaged finishes and new painting throughout. Windows, doors and hardware will be repaired or replaced as required.

New partition walls to divide the existing bedrooms into two single bedrooms and solid core entry doors will be provided. New carpets will be provided throughout the sleeping area.

Ablutions and laundry wall and floor tiling will be repaired or replaced and floors will be regraded to existing wastes where necessary.

#### Fitments

Fitments and equipment will be provided according to the requirements of the SSSA. Single bedrooms will have all furniture replaced including wardrobe, bed, desk, shelving and towel rail. No upgrading is proposed to existing built-in wardrobes.

Common rooms will have existing wardrobes removed and will be provided with a tea preparation bench with sink and cupboard.

Ablution areas will have damaged showers, basins and sanitary fittings, coat hooks, benches and mirrors repaired or replaced.

Laundries will have damaged laundry tubs, ironing boards, and dryers repaired or replaced. Box rooms will have shelving provided or repaired.

#### Building Exterior

Repair and maintenance work required to the building exteriors has been included in the proposal.

### **New Building Exterior**

The new building will reflect the architectural character, form and materials of the majority of the existing buildings at HMAS Cerberus. Accordingly, the buildings are formal and axial in composition, have hipped and gabled roofs, and repeat the limited range materials which have been used in existing buildings. Materials used are pressed brick work, painted timber and corrugated iron.

### **ENGINEERING SERVICES**

#### **Mechanical**

Mechanical ventilation and heating will be provided to ablutions and laundry areas. This work in existing buildings will include replacement or upgrading of existing systems as necessary.

#### **Electrical**

Electrical services generally will be upgraded to suit the new layout. Lights and power points will be provided to SSSA requirements, and a centralised TV antenna will be installed with individual outlets to bedrooms and common rooms. External lights will be provided to the new building.

#### **Hydraulics**

Existing water, sewerage and stormwater systems will be repaired and upgraded where inadequate, for existing buildings.

#### **Civil**

Footpaths will be repaired and new paths provided for all-weather access to the buildings. New car parks will be provided to the new accommodation.

#### **Fire Protection**

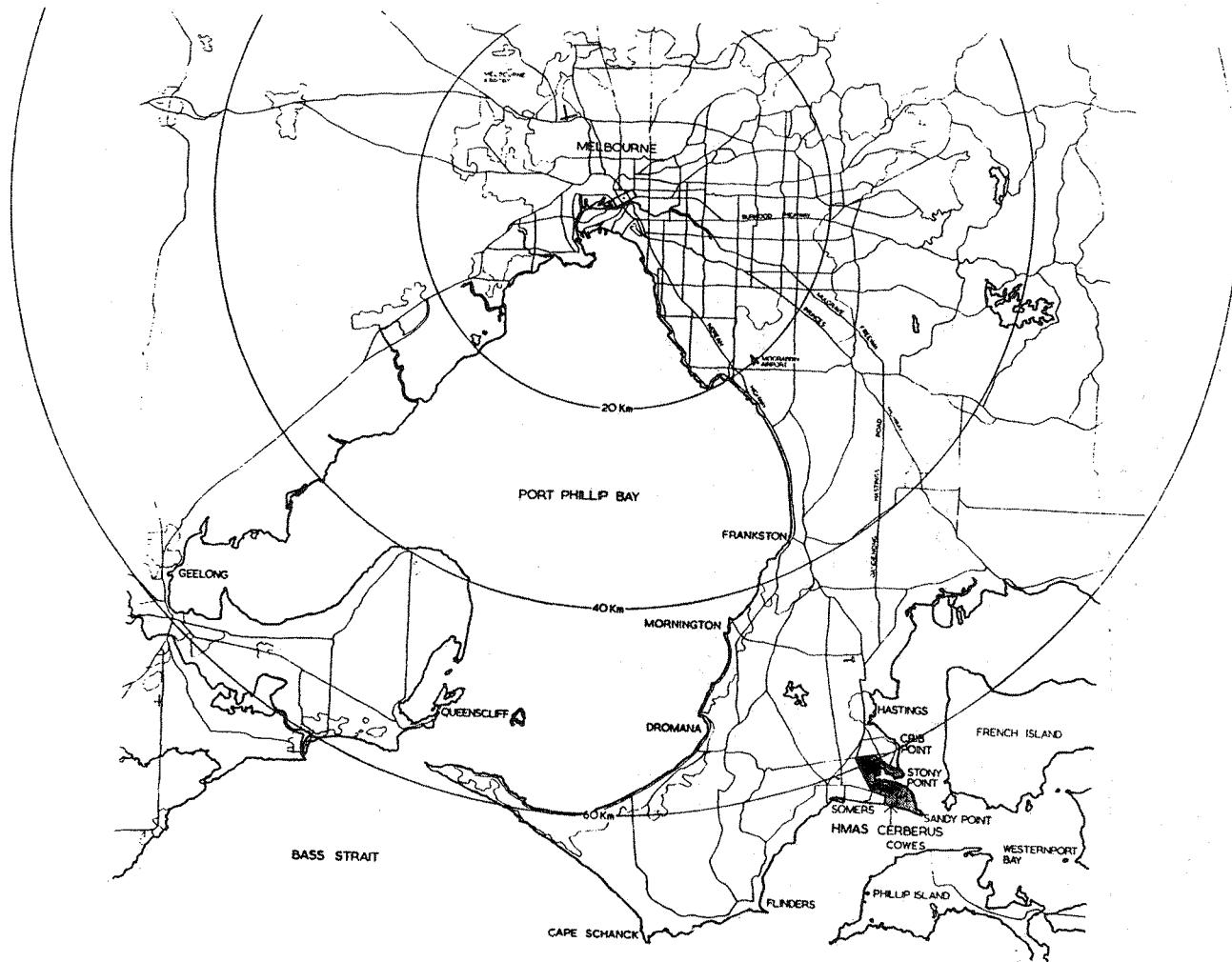
Fire protection will be provided to the buildings in accordance with the 'Policy for Fire Protection Provisions for Defence Living Accommodation'.

#### **Landscape**

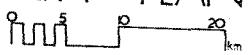
Landscape will be provided to improve the visual amenity of each building. All works will be developed in accordance with the Landscape Master Plan report.

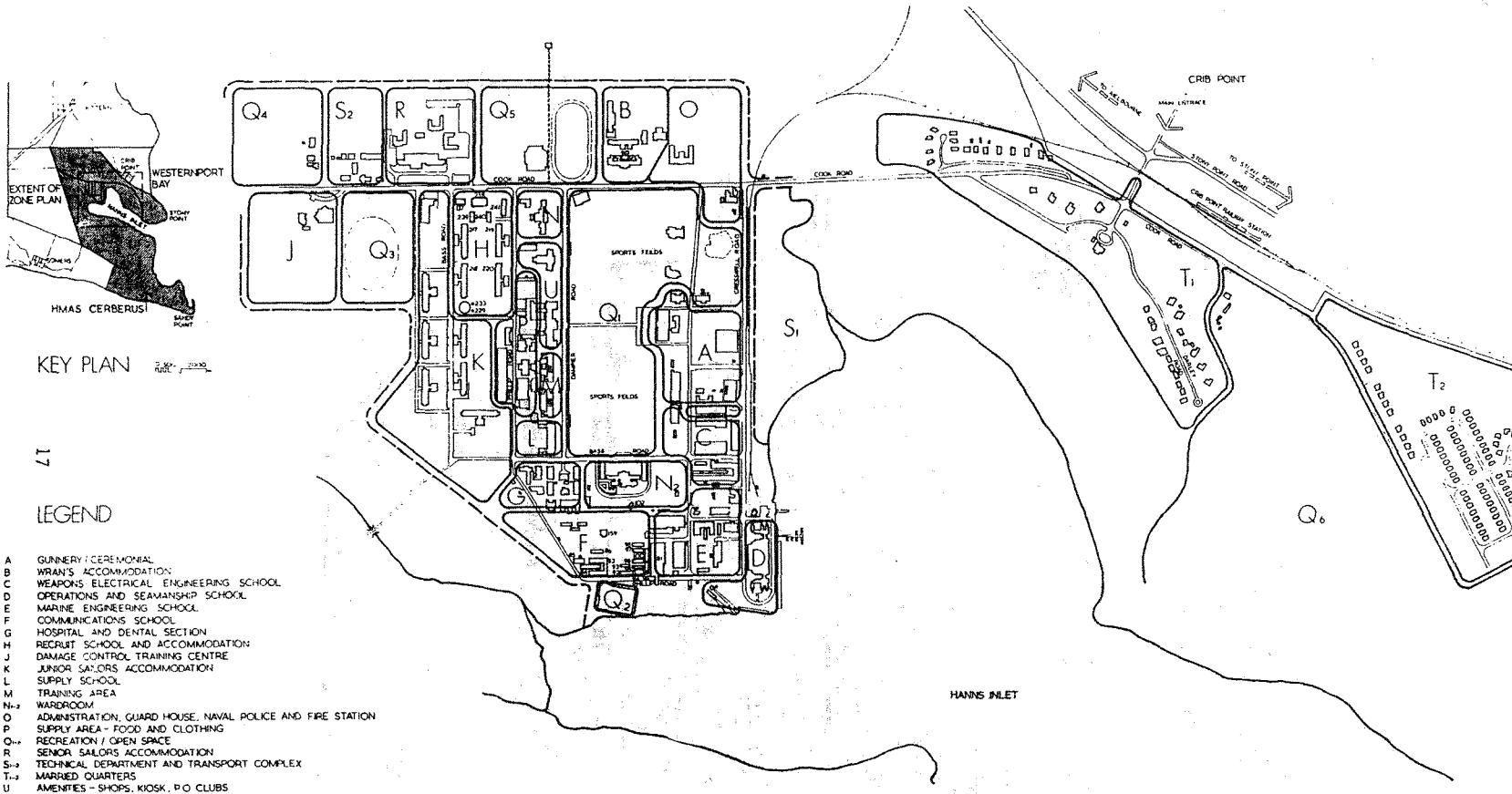
**APPENDIX C****PROJECT DRAWINGS**

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## LOCALITY PLAN

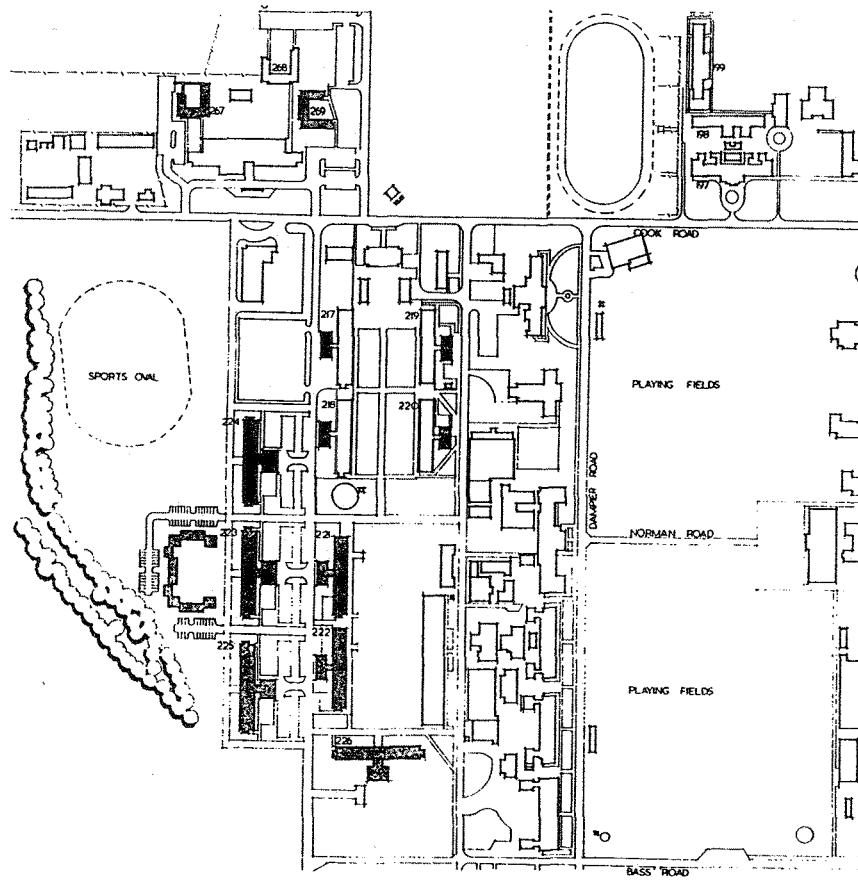




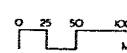
## ZONE PLAN

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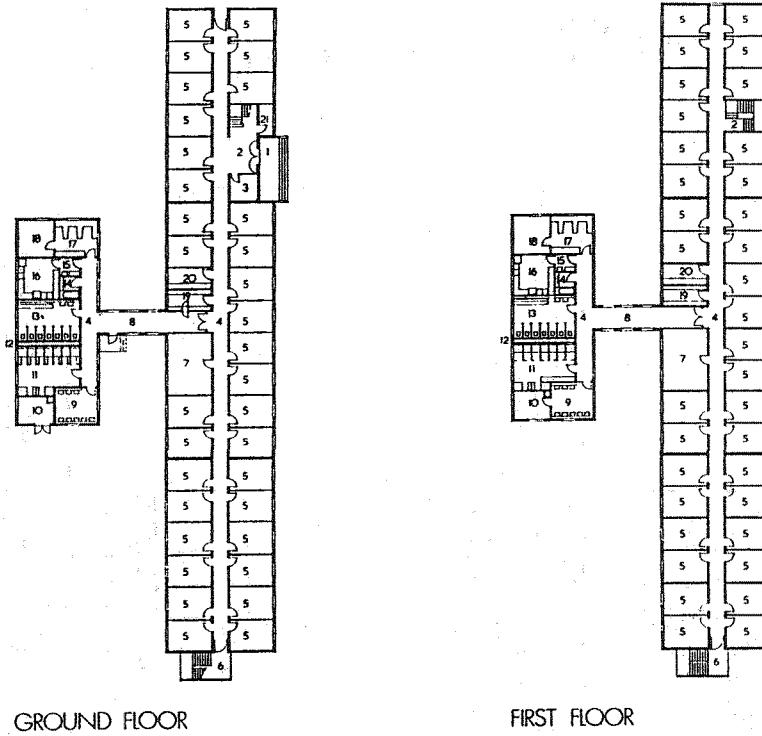
# SITE PLAN • LIVING IN ACCOMMODATION



LEGEND

- 1 PORCH
- 2 ENTRY & MAIN STAIR
- 3 OFFICE
- 4 CORRIDOR
- 5 SINGLE CABIN
- 6 ESCAPE STAIR
- 7 CLOISON ROOM
- 8 CONNECTING LINK
- 9 BASINS
- 10 PLANT ROOM
- 11 SHOWERS
- 12 DRAWS
- 13 TOILETS
- 14 BATH
- 15 CLEANER
- 16 LAUNDRY
- 17 IRONING ROOM
- 18 DRYING ROOM
- 19 LINEN ROOM
- 20 BOX ROOM
- 21 STORE

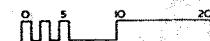
19



GROUND FLOOR

FIRST FLOOR

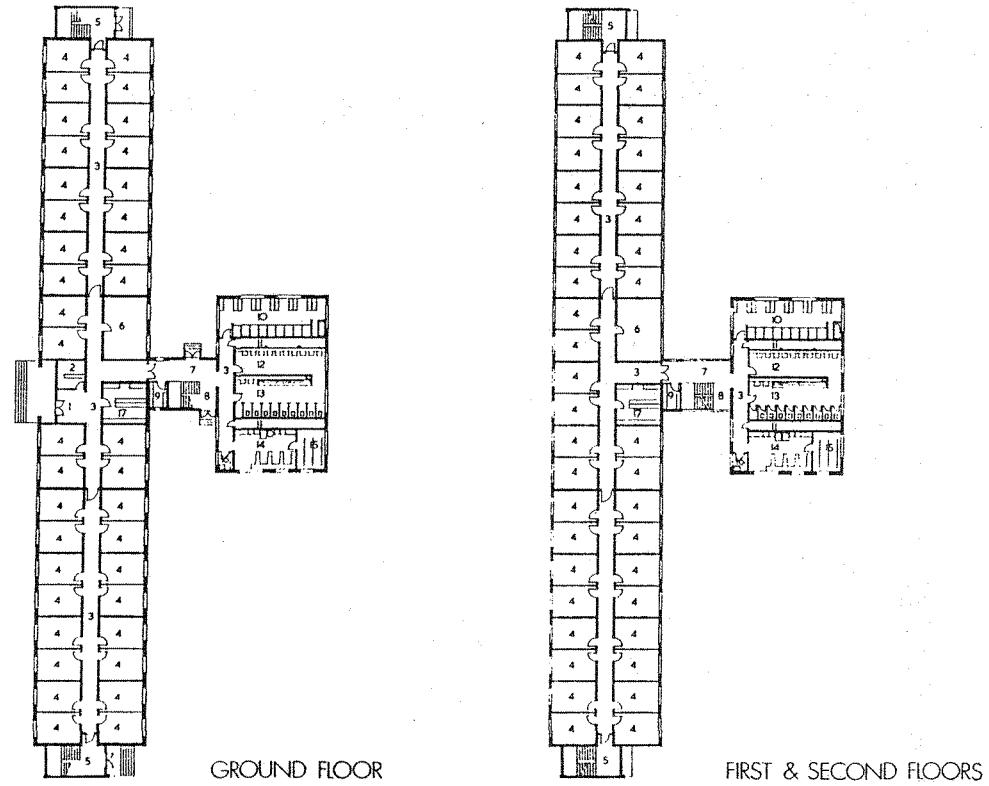
UPGRADING OF BUILDINGS NUMBERED 221, 222  
JUNIOR SAILORS ACCOMMODATION  
FLOOR PLANS



LEGEND

- 1 ENTRY
- 2 OFFICE
- 3 CORRIDOR
- 4 BUNK ROOM
- 5 ESCAPE STAIR
- 6 COMMON ROOM
- 7 CONNECTING LINK
- 8 MAIN STAIR
- 9 LINEN ROOM
- 10 SAILERS
- 11 DUCT
- 12 BASINS
- 13 TOILETS
- 14 LAUNDRY
- 15 DRYING ROOM
- 16 CLEANERS ROOM
- 17 BOX ROOM

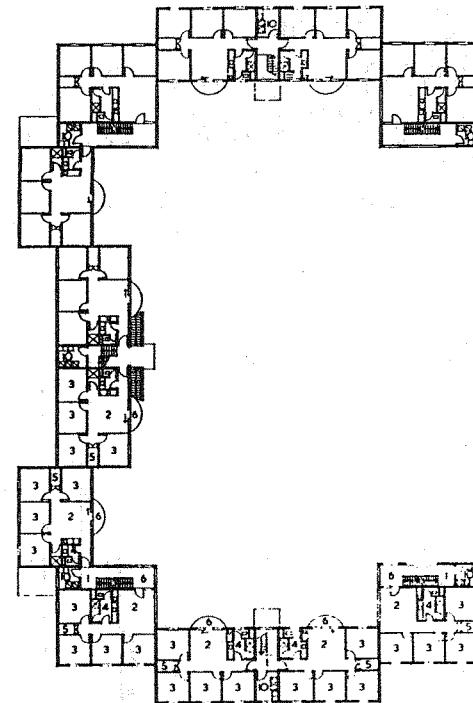
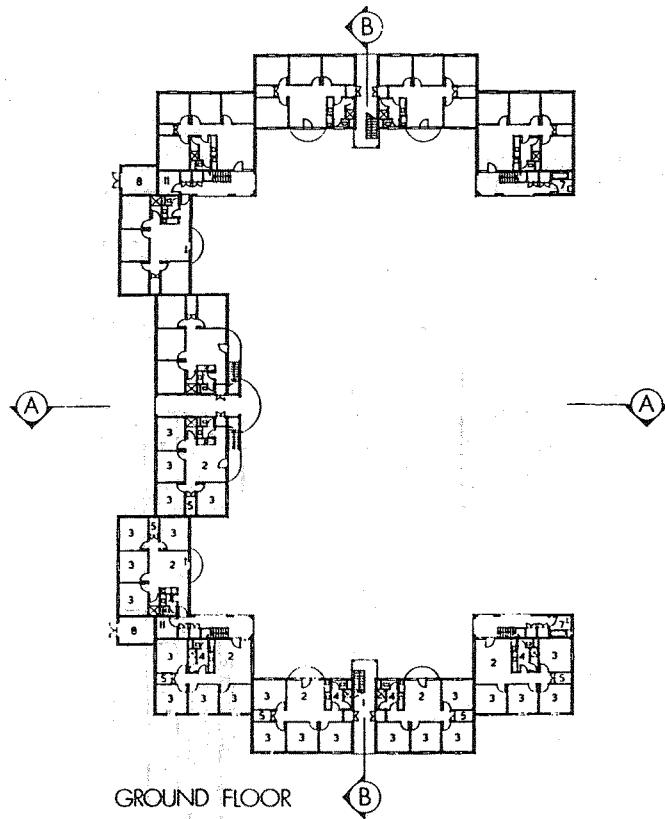
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UPGRADING OF BUILDINGS NUMBERED 223-226  
JUNIOR SAILORS ACCOMMODATION  
FLOOR PLANS

0 5 10 20





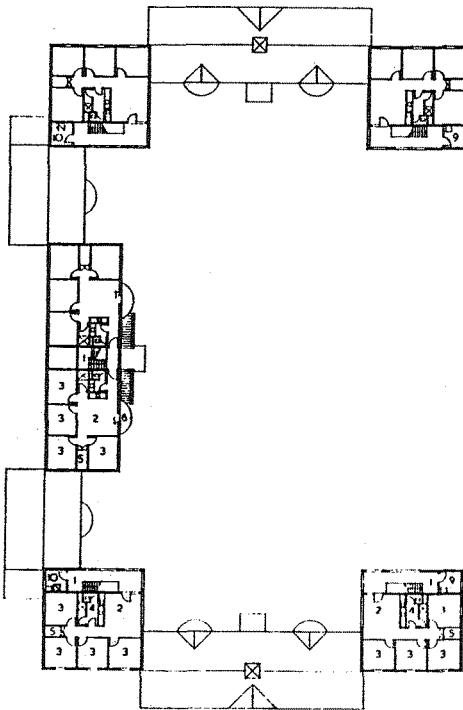
## LEGEND

- 1 STAIR
- 2 COMMAND ROOM
- 3 KITCHEN
- 4 BATHROOM
- 5 BOX ROOM
- 6 BALCONY
- 7 LOCAL BATHROOM
- 8 PLANT ROOM
- 9 CLEANERS ROOM
- 10 LAUNDRY
- 11 STORE

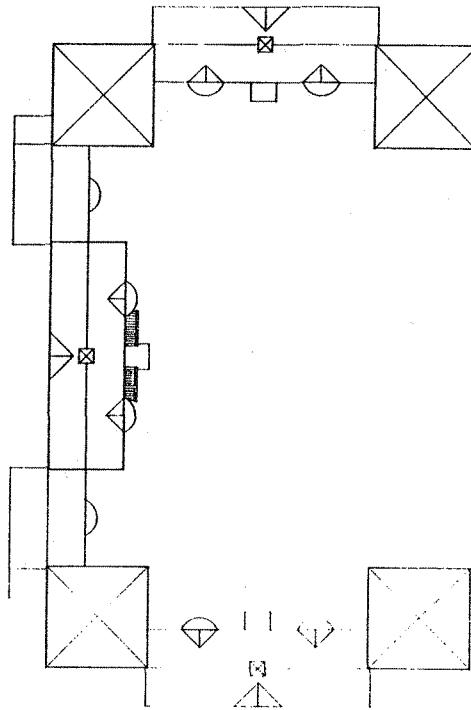
NEW SLEEPING ACCOMMODATION  
FOR 120 JUNIOR SAILORS

JUNIOR SAILORS ACCOMMODATION  
FLOOR PLANS





SECOND FLOOR



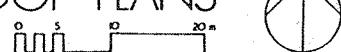
## ROOF

IFGFND

- 1 STAIR
- 2 COMMON ROOM
- 3 BEDROOM
- 4 BATHROOM
- 5 BOX ROOM
- 6 BALCONY
- 7 COMMON BATHROOM
- 8 PLANT ROOM
- 9 CLEANERS ROOM
- 10 LAUNDRY

NEW SLEEPING ACCOMMODATION  
FOR 120 JUNIOR SAILORS

# JUNIOR SAILORS ACCOMMODATION FLOOR AND ROOF PLANS





NORTH



EAST



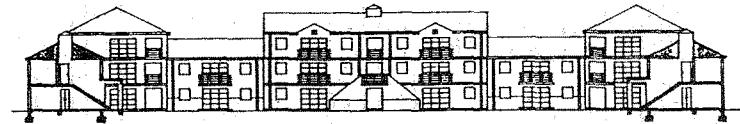
SOUTH



WEST



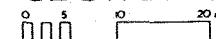
SECTION A-A



SECTION B-B

NEW SLEEPING ACCOMMODATION  
FOR 120 JUNIOR SAILORS

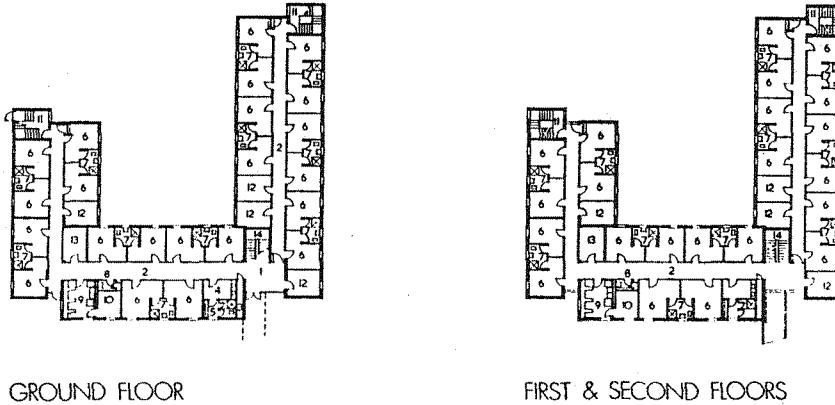
JUNIOR SAILORS ACCOMMODATION  
ELEVATIONS AND SECTIONS



LEGEND

- FOYER
- CORRIDOR
- DRY
- AIR LOCK
- BATHROOM
- SINGLE CABIN
- ENSUITE BATHROOM
- CLOISTER
- LAUNDRY
- DRYING ROOM
- ESCAPE STAIR
- SINGLE CABIN (no ensuite)
- BOX ROOM
- MAIN STAIR

24



UPGRADING OF BUILDINGS NUMBERED 267, 269  
SENIOR SAILORS ACCOMMODATION  
FLOOR PLANS

