

DEPARTMENT OF THE SENATE

PAPER No. 1711.

DATE
PRESENTED

- 6 OCT 1993

The Parliament of the Commonwealth of Australia

Parliamentary Standing Committee on Public Works

Mary Evans

Fifty-sixth General Report

(Covering the period
1 January to 31 December 1992)



Australian Government Publishing Service
Canberra



Parliamentary Standing Committee on Public Works

FIFTY-SIXTH GENERAL REPORT 1993

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA
1993

DEPARTMENT OF THE SENATE
PAPER No. 1711.
DATE
PRESENTED
-6 OCT 1993
Mary Evans

The Parliament of the Commonwealth of Australia
Parliamentary Standing Committee on Public Works

Fifty-sixth General Report

(Covering the period
1 January to 31 December 1992)



Australian Government Publishing Service
Canberra

© Commonwealth of Australia 1993
ISBN 0 644 32519 4

This work is copyright. Apart from any use as permitted under the *Copyright Act 1968*, no part may be reproduced by any process without prior written permission from the Australian Government Publishing Service. Requests and inquiries concerning reproduction and rights should be addressed to the Manager, Commonwealth Information Services, Australian Government Publishing Service, GPO Box 84, Canberra ACT 2601.

TABLE OF CONTENTS

	Page
THE COMMITTEE	1
. Membership	1
. Functions and Responsibilities	1
. Committee's Operations	3
. Inspections and Public Hearings	3
. Committee Reports and Responses	5
THE YEAR IN REVIEW	6
. Meetings	6
. References and Reports	6
. Unreported References	9
. Air Traffic Services Centres	10
. Defence Housing Authority	14
. Timing of References	14
. Estimated Cost of Proposed Works Examined	16
. Summary of Major Recommendations	16
COMMITTEE'S PREVIOUS GENERAL REPORTS	16
. Building Standards	16
. Overseas Works	18
. Australian Pavilion at Expo 92, Seville, Spain	19
EXEMPTIONS	20
. Export Finance and Insurance Corporation	20
. ADI and ASTA	20
. Electronics Research Laboratory	21
. Australian War Memorial	21
. Repetitive Works	22
CHANGES TO THE SCOPE OF WORKS	23
. Defence Works	23
. ABC Southbank	24

	Page
ENERGY CONSERVATION	25
. Gas Cogeneration	25
. Wind Generated Power	26
. Solar Hot Water Heaters	26
. Energy Audits	27
. Legionnaire's Disease and Sick Building Syndrome	27
CHILD CARE	29
. Juliana House, ACT	30
. New International Terminal Complex at Brisbane Airport	30
. York Park Offices, Barton, ACT	30
. Australian Taxation Office	30
. Hydrographic Office, Wollongong, NSW	31
INSPECTIONS OF PROJECTS	31
MEDIUM WORKS	33
ADMINISTRATION	33
. Secretariat	33
. Assistance with Inquiries	34
APPENDIX A - Details of Reports Presented by the Public Works Committee during 1992	A-1 to A-39

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

FIFTY-SIXTH GENERAL REPORT

Pursuant to section 16 of the *Public Works Committee Act 1969*, the Parliamentary Standing Committee on Public Works is required to report to Parliament annually on its proceedings during the previous 12 months. This report, the Committee's Fifty-sixth General Report, is for the period 1 January 1992 to 31 December 1992, and covers the proceedings of the Thirtieth Committee.

THE COMMITTEE

Membership

1. The membership of the Committee consists of nine members of the Parliament. There are six members of the House of Representatives and three Senators. The membership is bipartisan, comprising five Government and four Opposition members.

2. The members of the Thirtieth Committee were appointed in May 1990, with the exception of Senator Calvert, who replaced Senator Sheil in August 1990. The members of the thirtieth committee were:

Mr C Hollis MP (Chairman)
Mr W L Taylor MP (Vice-Chairman)

Senator B R Burns	Mr E C Cameron MP
Senator P H Calvert	Mr L R O'Neil MP
Senator J Devereux	Mr R N Gorman MP
	Mr B C Scott MP

Functions and Responsibilities

3. The Committee is constituted by the *Public Works Committee Act 1969*. The Act requires that all Commonwealth public works which are estimated to cost more than \$6 m must be referred to the Committee. The functions of the Committee are stated in section 17 of the Act as follows:

17(1) The Committee shall, as expeditiously as is practicable -

(a) consider each public work that is referred to it in accordance with this Act; and

(b) make a report to both Houses of the Parliament concerning the expedience of carrying out the work and concerning any other matters related to the work in respect of which the Committee thinks it desirable that the views of the Committee should be reported to those Houses, and for those purposes, shall do such things and make such inquiries as it thinks necessary.

(2) The Committee may, in its report on a public work, recommend any alterations to the proposals for that work that, in its opinion, are necessary or desirable to ensure that the most effective use is made of the moneys to be expended on the work.

(3) In considering and reporting on a public work, the Committee shall have regard to -

(a) the stated purpose of the work and its suitability for that purpose;

(b) the necessity for, or the advisability of, carrying out the work;

(c) the most effective use that can be made, in the carrying out of the work, of the moneys to be expended on the work;

(d) where the work purports to be of a revenue-producing character, the amount of revenue that it may reasonably be expected to produce; and,

(e) the present and prospective public value of the work.

Committee's Operations

4. Proposals may be referred to the Committee by either House of the Parliament or by the Governor-General in Council. Once a proposal has been referred to the Committee and hearings dates and venues have been agreed to, the Committee advertises its inquiries, calling for submissions from interested organisations and individuals.

5. Sponsoring departments or authorities provide the Committee with copies of submissions which address the terms of reference under section 17(3) of the Act. These submissions are provided to organisations and individuals responding to the Committee's advertisements to enable them to address matters of concern in an informed manner. The Committee also provides copies of submissions to organisations and individuals who it believes may be affected by a proposal or may have a meaningful role to play in its inquiry process.

6. Publicising the Committee's inquiries and calling for submissions is considered to be an important phase of the inquiry process because all large projects have financial, social and environmental impacts on local communities and the community at large. Whilst the Committee expects that departments and agencies to consult widely with staff associations, local councils and resident or environmental groups during the development of proposals, these organisations and individuals are also given the opportunity to comment and make submissions to the Committee on proposals referred to it.

Inspections and Public Hearings

7. Inspections of sites for proposed public works and existing facilities which need to be replaced are an important facet of the Committee's inquiry process also. In order to gain an informed understanding of proposals the Committee considers it essential to be familiar with the general location, topography, the condition of existing buildings. Later in this report the Committee will address the shortcomings of reporting on overseas works without the benefit of inspections.

8. The Committee conducts public hearings into all proposals referred to it unless, for reasons of security or commercial sensitivity, agencies request that all or part of their evidence be taken in private. The Committee's inquiry process imposes a certain degree of discipline on

sponsoring departments and agencies, their design and construction authorities and individuals and organisations who appear before the Committee. From the perspective of departments and agencies, the public hearing forum means that proposals involving the expenditure of considerable sums of public funds must be able to withstand public scrutiny. From the point of view of other organisations and individuals, public hearings provide them the opportunity to put their views regarding projects to the Committee. The Committee's proceedings are recorded by Hansard and transcripts are made available to interested persons and organisations.



The Committee held 29 public hearings during 1992. Most were held in centres where public works were proposed to be constructed. This photo shows the Committee hearing evidence from representatives of Australian Archives at a public hearing in the Nunawading Council Chamber (Vic). From left to right – Ewen Cameron MP, Russ Gorman MP, Peter Roberts (Secretary), Colin Hollis MP (Chairman), Bill Taylor MP (Vice Chairman) Senator Bryant Burns, Senator Paul Calvert, Lloyd O'Neil MP.

Committee Reports and Responses

9. The Act requires the Committee to report to Parliament as expeditiously as practicable. In terms of planning lead times, which can often span several years, the Committee's inquiry process is relatively short. The Committee is required to table its reports in both houses of the Parliament. When tabling a report, the Chairman of the Committee usually makes a short statement which summarises the nature of the proposed work, the Committee's inquiry and the Committee's conclusions and recommendations.

10. Responses to the Committee's recommendations are made during the debate on the expediency motion which occurs after the Committee's report has been tabled. The requirement for the House of Representatives to formally agree to the commencement of a public work after the Committee has tabled its report is stated in section 18(7) of the Act which in part reads:

(7) A public work that has been referred to the Committee shall not be commenced unless, after the report of the Committee ... has been presented to both Houses of the Parliament, the House of Representatives has resolved that it is expedient to carry out the work.

11. The motion 'that it is expedient to carry out the work' is moved in the House of Representatives by the Minister for Administrative Services (or a Minister representing the Minister). During debate on the motion, the Minister addresses the recommendations and conclusions in the Committee's report and other Members may also speak on the motion before the question is put.

THE YEAR IN REVIEW

Meetings

12. The Committee and Sectional Committees met on 96 occasions during 1992. There were 35 private meetings, 29 public hearings, three *in camera* hearings, 23 inspections and six briefings. The meetings and inspections were held in the following locations:

Location	Committee	Sectional
Canberra	41	10
Sydney	6	6
Melbourne	3	-
Brisbane	9	-
Perth	5	-
Darwin	3	-
Christmas Island	3	-
Cocos (Keeling) Islands	1	-
Griffith	-	1
Wagga Wagga	-	1
Wollongong	-	2
RAAF Base Curtin (Derby)	-	1
Weipa/Napranum	-	2
Townsville	-	2
Total	71	25

References and Reports

13. The Committee presented 21 reports during the year. Of these, three were on proposals referred to the Committee late in 1991. Inspections and hearings were held in December 1991 and early in 1992 and the Committee's reports into them were presented on 31 March 1992. The three references were:

- . CSIRO redevelopment, North Ryde, NSW

- . Construction of a new permanent repository for Australian Archives at East Burwood, Vic
- . Installation of fire sprinklers to the International Terminal Building, Sydney Airport.

14. A further 22 references were received during the year and 17 were reported upon. They were:

- . Refurbishment and fitout of Juliana House, Phillip, ACT
- . Christmas Island Rebuilding Program
- . Refurbishment of the Reserve Bank of Australia, Perth
- . Defence Logistics Redevelopment Project - Airforce Aspects/ Defence National Storage and Distribution Centre (two reports)
- . Office construction at the corner of Adelaide and Creek Streets, Brisbane
- . Office construction at Section 45, Belconnen, ACT
- . Facilities for an Increased Army presence in the north
- . Redevelopment of Larrakeyah Barracks, Darwin, NT
- . Development of RAAF Base Scherger at Peppan, Cape York Peninsula
- . Construction of an Australian Embassy complex, Suva, Republic of Fiji
- . Construction of Australian Embassy staff apartments, Attakarn Prasit, Bangkok, Thailand
- . Redevelopment of Lavarack Army Barracks in Townsville, stage 1

- Storage/Display facility for the Australian War Memorial, Mitchell, ACT
- Badgerys Creek Airport Development, Stage 1
- Development of a new international terminal complex for the Federal Airports Corporation at Brisbane Airport
- York Park Offices, Barton, ACT
- Relocation of Australian Hydrographic Office to Wollongong.



The present reviewing the past. A new repository for Australian Archives at East Burwood, Vic, was the subject of an inquiry by the Committee in February. During the inspection of the existing repository at Brighton the Committee was shown early records of the Committee. From left to right – Lloyd O'Neil MP, Russ Gorman MP, Colin Hollis MP (Chairman), Peter Roberts (Secretary). Mr Hollis is holding a copy of the Committee's First General Report, dated 1915.

15. The majority of the Committee's reports presented during the year were tabled during the Budget Sittings (between mid-August to mid-December). Of the 21 reports presented, 16 were tabled during this period. In short, the Budget Sittings were an extremely busy period.

16. The Committee's inquiries produced more than 5 000 pages of transcripts and during the year 265 witnesses appeared before the Committee at public hearings.



The Committee carried out 23 inspections during the year. The photo shows an on-site briefing, held in August, on the proposed redevelopment of Larrakeyah Barracks, Darwin. From left to right – Major D David Buckley, Brigadier Grahame Hellyer, Colin Hollis MP (Chairman), Ewen Cameron MP, Colonel Doug Gibbons.

Unreported References

17. Five references had not been reported on at the end of 1992; they were:

- . Air traffic services centres at Brisbane and Melbourne

- . Housing development in Palmerston, NT
- . HMAS *Waterhen* facilities modernisation, Waverton, NSW
- . Housing development at Flinders View near Ipswich, Qld
- . Construction of a housing development, Kellyville, NSW

18. With the exception of the air traffic services centres in Brisbane and Melbourne, public hearings into these references were held during January 1993. The Committee's inquiry into the proposed construction of air traffic services centres at Brisbane and Melbourne is discussed below. These references lapsed with the dissolution of the House of Representatives on 8 February 1993.

Air Traffic Services Centres

19. The Committee was unable to report on the proposed air traffic services centres at Brisbane and Melbourne because the inquiry failed to receive answers to a number of questions from the Civil Aviation Authority. Public and *in camera* hearings into the proposed works were held in Brisbane, Canberra and Perth and a number of organisations and individuals gave evidence to the Committee.

20. The proposal before the Committee involved the building works associated with the Australian Advanced Air Traffic System (TAAATS). The estimated cost of the building works when referred to the Committee was \$50m.

21. Shortly before the commencement of the Committee's inquiry the CAA announced that Thomson Radar Australia had been named as the preferred contractor for TAAATS, with Hughes Aircraft Company the alternative contractor.

22. At the outset the Chairman declared that the role of the Committee was to examine and report to Parliament on the building works involved. This proved to be impossible because of the controversy surrounding the awarding of the TAAATS contract to Thomson. Following the public and in-camera hearings, the Chairman made a statement to the House of Representatives on 3 June 1992. The Chairman's statement acknowledged that the principal role of the Committee is to satisfy itself of the need for

public works. Nevertheless by virtue of section 17(1)(b) of the Act the Committee may report to the Parliament concerning any other matters related to the work which the Committee thinks should be reported to the Parliament.

23. The Chairman stated:

The Committee was also frustrated in the exercise of its duty by the unwillingness or inability of key CAA witnesses to answer relevant questions. Reluctantly the Committee conducted two *in camera* hearings, but even with this protection the CAA witnesses were still unwilling or unable to answer key questions. By their refusing to answer these questions even in the general terms sought by the Committee, the Committee finds itself in the position of being unable to fulfil its duty to this Parliament. The Committee believes it would be failing in its duty if it did not bring to the attention of the House the concerns which have been expressed during the inquiry process regarding the CAA's decision to award the equipment contract to Thomson. These concerns include the following:

- . whether the Thomson equipment is the best available
- . whether the selection process conducted by the CAA was doctored to favour the Thomson bid
- . why the preference of the technical and operational evaluation teams for Hughes was overturned.

In these circumstances, the Committee decided to take the unprecedented step of recommending the Minister for Shipping and Aviation Support (Senator Cook) set up an independent panel to carry out a thorough review of all aspects of the awarding of this contract to Thomson. The review should be completed as a matter of urgency so that the CAA can appoint a final contractor with a minimum of delay. The Public Works Committee stresses that this issue is too important for it not to be settled as soon as possible. The

Committee feels that, because of the serious concerns it has regarding the TAAATS project, it cannot report to the Parliament until this review is completed.

24. The independent review of the project was undertaken under the Chairmanship of the Hon. Ian Macphee AO whose report was tabled in Parliament on 16 December 1992.

25. In essence the review found:

- . the original selection process was soundly based
- . the original selection process was departed from in a manner which was both unsound and unfair
- . the Authority Board was not properly and adequately informed of the results of the evaluation
- . responsibility for this lay squarely with the Chief Executive Officer and with the officer principally responsible for TAAATS.

26. Mr Macphee's report made a number of detailed recommendations; the main ones for the purposes of the Committee's report and new initiatives which will be followed by the CAA were:

- . the CAA revert to the original Registration of Interest (ROI) process and Thomson and Hughes be invited to enter specification development and pre-contract negotiations
- . the proposed solutions of the finalists should include interim radar data processing systems for both Sydney and Brisbane and should take account of Australian industry participation opportunities.

27. The CAA Board accepted these recommendations on 16 December 1992. The reference lapsed with the dissolution of the House of Representatives, but the Committee understand that the public works components of the proposal will be re-referred to the Committee during 1993.



The proposed Christmas Island rebuilding program was the subject of an inquiry during the year. The photo shows the island's phosphate loader and the Malay Kampongs.



The Committee's public hearing on Christmas Island was well attended and attracted a considerable amount of public interest. From left to right – Ewen Cameron MP, Senator Bryant Burns, Peter Roberts (Secretary), Colin Hollis MP (Chairman), Bill Taylor MP (Vice-Chairman).

Defence Housing Authority

28. During the year the Committee and the Defence Housing Authority (DHA) agreed on a process for the consideration by the Committee of project home proposals which do not involve broad acre land development. In future, project home proposals will be referred to the Committee. However the Committee has agreed to consider, on a 'case by case' basis, the need for project home proposals to be regarded as 'repetitive works' in accordance with Section 18(A) of the Public Works Committee Act. On 17 December the Committee agreed to housing developments at Puckapunyal, Vic, and Heritage Heights, Ipswich, Qld, being declared repetitive works.

29. The institution of this procedure will overcome any misunderstanding between the Committee and the DHA regarding the need for the referral of project housing.

Timing of References

30. For many years there has been a tendency for a relatively large number of proposals to be referred to the Committee late in the Budget Sittings with the expectation that the Committee will present its reports before the end of the Budget Sittings.

31. The months during which proposals were referred to the Committee are shown below:

Autumn Sittings		Budget Sittings	
February	1	August	1
March	2	September	2
May	2	October	4
June	6	November	4

32. Departments and agencies should be aware of a number of operational inflexibilities imposed on members of the Committee by the Parliamentary sitting pattern and the provisions of the Act. At the same time, as reported previously, there has been an expectation by departments and agencies for the Committee to undertake its inquiries and present its reports within a short time span. Unless there is a large

number of references to be dealt with, and references are not complex, the Committee is able to cooperate and table reports during the sittings in which they were referred. What is significant, however, is that during the year six references were received late in the Autumn Sittings and eight late in the Budget Sittings.

33. There have been suggestions made by a number of agencies that one way of overcoming the heavy work-load on the Committee would be to increase the \$6m statutory limit to \$10m. Section 18(8) of the Act provides that a public work the estimated cost of which exceeds \$6m shall not be commenced until it has been referred to the Committee and the House of Representatives has agreed that the work should proceed unless certain other requirements relating to urgency, national security or other requirements have been met.

34. The Committee does not consider it appropriate for the limit to be increased. The estimated cost of the majority of the projects examined during the year was well in excess of \$6m. The cost of only two references was marginally in excess of the limit and they were for works of national importance which the Committee felt deserved examination. The references involved a new repository for the Australian Archives at Burwood, Vic. and a display and storage facility for the Australian War Memorial, ACT.

**Cost Spread of Projects Examined by
the Committee During 1992**

\$M	No. of Projects
6 - 10	4
11 - 20	3
21 - 30	3
31 - 40	2
41 - 270	9

Estimated Cost of Proposed Works Examined

35. The estimated cost of proposals on which the Committee reported during 1992 was \$1.486 billion.

Summary of Major Recommendations

36. Further details about the reports presented to the Parliament by the Committee during 1992 are shown in Appendix A.

COMMITTEE'S PREVIOUS GENERAL REPORTS

Building Standards

37. The Committee's Fifty-fifth General Report mentioned a number of matters for concern which emerged during 1991. The Committee drew the attention of the Minister for Administrative Services to two of these matters. They were:

- . the consequences of the design and construction of public works following the emergence of private sector alternatives to Australian Construction Services for design and construction
- . the need for compliance and formal approvals for Commonwealth buildings by State and local governments.

38. In response, the Minister advised the Committee:

- . the Commonwealth complies generally and voluntarily with State and Territory building regulations, but it is not bound by these standards particularly in the case of Commonwealth-owned facilities
- . Commonwealth departments and agencies became free to choose professional and technical services from any private sector source in July 1991 - this means each organisation now administers its own regulatory policy, and as such there is some risk that Commonwealth bodies

may adopt more relaxed building standards than those applying to the community.

39. The Minister acknowledged that:

... it is important that the Commonwealth be seen to comply with building standards accepted by the community; however they also need to retain independence from the approval process particularly where national security issues arise. By the end of 1992 it is expected that all States and Territories will have adopted the Building Code of Australia (BCA) as the basis of uniform building regulations thus strengthening the commitment of State and Territory Governments to uniformity.

40. In response to the Committee's suggestion that the Commonwealth employ independent certification services the Minister advised the Committee:

As a means of demonstrating that the Commonwealth conforms to current community standards, a proposal to use independent certification services is currently being considered in a draft Cabinet Submission on Fire Safety and Building Codes. This proposal would mean that Commonwealth departments and agencies could appoint certification agents including, where appropriate, ACS Project Services, who would certify that the project complies with the relevant codes and issue certificates of occupancy once the building satisfies all requirements.

41. The Committee understands that this matter has still to be resolved.

Overseas Works

42. In two previous general reports the Committee has highlighted the problems which it confronts in conducting inquiries and deciding on the merits of projects involving the construction of major overseas works.



During a visit to Indonesia as a member of the Joint Committee on Foreign Affairs, Defence and Trade, Colin Hollis MP (Chairman - left) inspected work on the new Australian Embassy in Jakarta, Indonesia, with Mr Phillip Flood, the Australian Ambassador to Indonesia.

43. During the year the Committee examined two proposals involving overseas works:

- . Construction of an Australian Embassy complex, Suva, Republic of Fiji
- . Construction of Australian Embassy staff apartments, Attakarn Prasit, Bangkok, Thailand.

44. During the Committee's considerations of the draft reports on these references there was considerable discussion about the limitations of the Act which prevent the Committee from inspecting sites proposed for overseas works. The benefits of such inspections would far outweigh associated costs. In 1991 the Committee reported on embassy complexes in Jakarta and Islamabad (Committee's 4th and 6th reports of 1991). The Chairman inspected the new Australian Embassy in Jakarta during September while in Indonesia with another parliamentary committee. Had the Committee been able to inspect the site of the new embassy in Jakarta as part of its inquiry, the limitations of the site in terms of location and dimensions would have become apparent and the proposal as put to the Committee would have received more rigorous examination. Furthermore, the architectural treatment caused some negative comment.

45. The Committee feels it is unable to judge the suitability of sites and architectural treatments only on the basis of plans, videos and photographs and intends to pursue amendments to the Act with vigour during 1993.

Australian Pavilion at Expo 92, Seville, Spain

46. In its Fifty-fourth General Report the Committee mentioned that the proposed construction of the Australian Pavilion at Expo 92 in Seville, Spain had been exempted from its scrutiny on the grounds of urgency. During the year the Committee received a number of progress reports on this important facility. Following media criticism that the pavilion had not

be completed on time the Committee sought an explanation from ACS, the project manager. ACS advised the Committee in May 1992:

- . the pavilion was officially opened, as scheduled, on 20 April 1992. Construction was completed by that date

- . problems with the timely completion and the quality of finishes and services to two shops operating within the pavilion caused difficulties to the operators of the shops during the early days of trading
- . some exhibit elements were not fully operational on 20 April but most were within a few days
- . As with any major building, fine tuning and of services and rectification of defects were ongoing.

EXEMPTIONS

47. The Public Works Committee Act provides that under specified circumstances public works may be exempted from the scrutiny of the Committee on the grounds of urgency, their repetitive nature, or on national interest (defence) grounds. Under section 6A(3) of the Act the Governor-General may make regulations to exempt certain bodies which are engaged in trading.

48. The past year saw the provisions for exemption of proposed works or bodies being declared to be engaged in trading applied in a number of instances.

Export Finance and Insurance Corporation

49. In March 1992 the Minister for Administrative Services (Senator the Hon. Nick Bolkus) advised the Committee that the Public Works Committee regulations would be amended to include the Export Finance and Insurance Corporation (EFIC). The Statutory Rule (1992 No 108) exempting the EFIC from the Act was published in the Commonwealth of Australia Gazette of 28 April 1992.

ADI and ASTA

50. In September 1991 the Committee became aware of a proposal to exempt Australian Defence Industries (ADI) and AeroSpace Technologies of Australia Pty Ltd (ASTA) from the provisions of the Public Works Committee Act. The Committee wrote to the Minister for Administrative Services, stating its belief that parliamentary scrutiny should not be surrendered without adequate justification.

51. In May 1992 the Minister advised the Committee that ADI and ASTA would be exempted by regulation. ADI was formed on 3 May 1989 and took over the operations of the former Office of Defence Production. The company was incorporated in the Australian Capital Territory on 1 July 1990 and enjoys the status of a public company. It is wholly owned by the Commonwealth and operates a number of businesses including ship repair, clothing manufacture, heavy engineering and ammunition manufacture in four States. ADI competes with private companies in the civil commercial area although the majority of its business is with the Department of Defence and the Australian Defence Force. The Minister believed that having to comply with the provision of the Act would be detrimental to proposed restructuring and to the company's ability to operate as a commercial enterprise, at arm's length from Defence.

52. ASTA was incorporated in 1987 and its holding company is wholly owned by the Commonwealth. The company operates in the aerospace, transport, guided weapons, defence-related and associated specialist engineering and material market. A start had been made on privatising the company and further privatising may be in prospect.

53. The Minister believed the situation of ADI and ASTA clearly met the requirements of section 6A(3) of the Act.

54. The Statutory Rule (1992 No 134) exempting the ADI and ASTA were notified in the Commonwealth of Australia Gazette of 9 June 1992.

Electronics Research Laboratory

55. In June 1992 the Committee was advised of a work exempted pursuant to section 18(8) on the grounds that a detailed inquiry would lead to public disclosure of information affecting national security in relation to Australia's intelligence and communication capabilities and that such a disclosure would not be in the public interest. The building in question was a new high security building at the Electronics Research Laboratory, Salisbury, SA.

Australian War Memorial

56. In September 1992 officials from the Australian War Memorial briefed the Committee on a proposed storage and display facility proposed to be constructed in the Canberra suburb of Mitchell. The

estimated cost of this proposal was \$6.5m at September 1992 prices and the officials sought the agreement of the Committee for the proposal to be exempted on the grounds of urgency. The Committee did not accede to this request, believing that the proposal warranted an examination in public and that the Committee's inquiry process would not delay it significantly. In the event, the proposal was referred to the Committee on 14 October, a public hearing was held on 9 November and the Committee's report was presented on 16 December 1992.

Repetitive Works

57. The Act provides that certain works may be exempted on the grounds of their repetitive nature as follows:

(8A) The Minister for Administrative Services may, by notice published in the Gazette, declare a work to be a repetitive work for the purposes of subsection (8) if –

- (a) he is satisfied that the work is substantially similar to other works that have been carried out, are being carried out or are likely to be carried out from time to time by or for the Commonwealth, or by or for an authority of the Commonwealth to which this Act applies; and
- (b) the Committee has agreed to the work being so declared.

58. During 1992 the Committee agreed to the exemption of three proposals on these grounds.

59. In November officers from the Overseas Property Group sought the Committee's approval for the proposed provision of a further 28 residential units at Port Moresby to be declared a repetitive work under paragraphs (a) and (b) of section 18(8A) of the Act. In 1990 the Committee had examined the construction of 45 new dwellings for staff attached to the Australian High Commission and Defence Force personnel in Port Moresby, and the OPG indicated that the additional residential units were a continuation of this project (Committee's Ninth Report of 1990, Parliamentary Paper 377/90) .

60. The Committee agreed with the request that the works be declared repetitive.

61. On 17 December, following a briefing from officers of the Defence Housing Authority (DHA), the Committee also agreed with a request that two housing developments - at Puckapunyal, Vic, and Heritage Heights, Qld, be declared repetitive. The Committee agreed with this request, noting that three DHA proposals at Palmerston, NT, Flinders View, near Ipswich, Qld, and Kellyville, NSW, had been referred to the Committee. In indicating its agreement to the exemptions, the Committee sought an assurance from the Authority that:

- . all local and State Government planning approvals would be obtained by the Authority or its agents prior to the awarding of contracts
- . the awarding of contracts be in accordance with principles and processes which reflect fairness and public probity
- . consideration be given to the installation of solar hot water heaters and other energy saving features such as double glazing.

CHANGES TO THE SCOPE OF WORKS

62. Correspondence was received from a number of departments and agencies concerning changes to the design of projects previously examined and reported on by the Committee. These changes involved alterations to the scope of works or the provision of additional elements which could be provided within current project authorisations because of lower than expected tenders for the original projects. Examples of changes to projects for which the Committee's approval was requested are as follows:

Defence Works

- . 2nd Cavalry Regiment, Darwin, NT (Committee's Twelfth Report of 1989 – Parliamentary Paper 233/1989) – Defence requested approval to increase the scope of the works in the project by including the provision of furniture for up to 200 married quarters. The estimated cost was \$3m and Defence advised the Committee that the provision of the furniture

could be contained within the current project authorisation of \$62.5m. The Committee noted that Defence was able to contain the cost of the project, and had no objection to the increase in scope but did request Defence to provide more information about the components included in the costing.

Oakey and Cabarlah redevelopments (Committee's First Reports of 1990 and 1991 respectively – Parliamentary Papers 97/1990 and 49/1991) – Defence requested the Committee's approval for the inclusion of additional items in the projects following lower than expected expenditure. The Committee had no objection, but requested further information about the cost or extent of a number of elements.

In 1989 the Committee approved the fitout of accommodation in Canberra for the Civil Aviation Authority (Committee's Fourteenth Report of 1989 – Parliamentary Paper 455/1989). The estimated cost of the fitout was \$13.4m. During the year the Committee was advised of a program of accommodation rationalisation due to reductions in staff numbers. The effect of this rationalisation, aimed to reduce the CAA's on-going accommodation costs, could cost in the vicinity of \$5m. This figure would enable 4000 m² of office space to become available which would generate income in the vicinity of \$1.3m. As well, further annual savings of at least \$2m would be achieved as a result of leased premises being vacated.

ABC Southbank

63. In 1989 the Committee recommended the construction of the Australian Broadcasting Commission Radio and Orchestra Project, Southbank, Melbourne (Committee's 10th report of 1989 - Parliamentary Paper 149/89). This project was not commenced but was put on hold in late 1990 because of difficulties in achieving satisfactory sales of existing ABC buildings in the declining Victorian property market.

64. In May, the ABC advised the Committee that the Government had agreed to provide financial assistance by way of an interest subsidy of \$1.5m per annum to allow early resumption of the project. With this assistance the ABC was able to recommence the planning of design and construction work without requiring immediate funding from asset sales.

65. The Committee requested further details of the scope of the revised project from the ABC in order to assess whether the project was essentially the same as that submitted for approval in 1989.

66. The original proposal examined by the Committee provided 8 000m² to be occupied by ABC Radio and the Melbourne Symphony Orchestra (MSO) with the balance of 3 300m² being rented.

67. The ABC Board undertook an extensive review of the functions and role of Radio Australia during 1989. The review recommended an evaluation of the collocation of Radio Australia with ABC Radio and the MSO. The subsequent report on collocation of the three elements concluded that the inclusion of Radio Australia in the Southbank proposal would enhance the viability of the project and result in significant operational savings. The project was nevertheless suspended.

68. Since then accommodation options have been examined with the result that the project was recommenced. A review of the major production facilities planned for the building recommended some changes to their configuration and technical fitout. Nevertheless, the ABC believes that the fundamentals of the project remain unchanged.

69. Representatives of the ABC briefed the Committee on the project on 25 June and the Committee agreed with the changes proposed subject to them being supported by ABC staff associations. The Public Sector Union subsequently advised the Committee of its support.

ENERGY CONSERVATION

70. In recent years the Committee is vigorously pursued the provision of more energy-efficient building designs and during the year there has been some improvement, although there is considerable scope for further improvement.

Gas Cogeneration

71. The Committee's report on the proposed office construction in Belconnen, ACT for the Australian Taxation Office recommended the provision of a gas co-generation heating and cooling system. This recommendation was rejected more on the grounds of economics than

practicalities, although the Committee remains unconvinced about the veracity of some elements of the economic analysis.

Wind Generated Power

72. The Committee's report on the Christmas Island Redevelopment Program recommended the provision of a wind-driven electricity generating system. As a result of this recommendation, a pilot study is under way which the Committee is confident will ameliorate what appears to be significant latent conservatism amongst some engineers and technicians towards embracing what in most comparable countries are already proven technologies. The Committee believes the Commonwealth can do much more in adopting proven alternative energy technologies available, especially in remote locations.

Solar Hot Water Heaters

73. The Committee negotiated with the Defence Housing Authority about the installation of solar hot water heaters in a housing estate at Seaward Village, WA. The Committee's report on the proposed redevelopment of Seaward Village (Committee's Eighth Report of 1991 - Parliamentary Paper 227/91) recommended that the houses be provided with solar hot water heaters. On 11 September 1991, during the debate on the expediency motion the Minister representing the Minister for Administrative Services responded to the Committee's recommendations as follows:

The Authority [DHA] is also currently reviewing the Committee's recommendations regarding the installation of solar hot water heaters in all houses and will endeavour to establish reasons as to why constant maintenance is required with this type of water heater.

74. In October 1992, the Committee was advised that half of the 151 new houses at Seaward Village will be provided with solar hot water heaters.

Energy Audits

75. In June the Minister for Tourism and Minister for Resources (Hon. Alan Griffiths MP) announced the appointment of a specialist energy consultant to study energy use in Commonwealth buildings. The Committee wrote to the Minister, stating its concerns about follow-up action deriving from the results of these audits such as:

- . the adoption of recommendations in audit reports
- . the setting of energy targets
- . the installation of state of the art building services management systems
- . the development and implementation of strategies aimed at enhancing the awareness of employees to energy conservation.

Legionnaires' Disease and Sick Building Syndrome

76. The Committee has also taken an interest in recent years in the occupational safety of buildings which it has considered and reported on to Parliament. A series of thematic briefings on energy efficiency and Legionnaires' disease and Sick Building Syndrome (SBS) – subjects which cut across many of the inquiries undertaken by the Committee – were presented by recognised experts from Australian Construction Services during 1990 and 1991.

77. The Committee accepts that many new buildings have initial teething problems in respect of airconditioning systems and air quality during commissioning phases, all of which can be rectified. For this reason the Committee inquired of the Presiding Officers about the air quality in the new Parliament House, one of the largest office-type buildings in Australia, incorporating many hi-tech features and with a large number of occupants. Specifically the Committee sought information from the Presiding Officers about:

- . the strategies being employed to prevent instances of Legionnaires' disease and the scientific/technical basis of these strategies

- . whether any studies of the air quality, and other ingredients of SBS had been undertaken.

78. The Presiding Officers advised the Committee that SBS is a complex issue, whose causes even now are only partially understood.

79. The strategies being employed to prevent outbreaks of Legionnaires' disease are those adopted industry-wide and involve:

- . daily and weekly maintenance of the building's cooling tower and humidifiers
- . a water quality control company monitoring, testing and adjusting chemical dosage rates on a monthly basis for the cooling tower
- . a second quality control company conducting a monthly audit of water quality, including checks for Legionella bacteria
- . the results of the audit being sent to the Joint House Department from a laboratory certified by the National Association of Testing Authorities.

80. The Committee was assured that these procedures are rigorously enforced to ensure the quality of water in the cooling towers exceeds those recommended by all the relevant standards and health authorities.

81. On the question of those ingredients of air quality resulting in SBS the Presiding Officers advised the Committee that an audit of the air quality in Parliament House had been conducted two years ago. The results exceeded the National Health and Medical Research Council standards in all cases. More recently an environmental audit report recommended an increase in the audit and monitoring of the air in the building 'to continue to maintain the high standard of indoor air quality'. The Presiding Officers assured the Committee that this recommendation will be implemented.

82. These initiatives have been complemented by the establishment of an Air Quality Advisory Group consisting of interested Members and Senators supported by officers from the Joint House Department and

outside specialists as required. This will be the forum through which all the concerns of the occupants of the building on air quality matters can be addressed.

83. The Committee recognises that the new Parliament House is a very large building by world standards. Most designs for office buildings submitted to the Committee are smaller but a number of general principles should be followed by building managers to control Legionella. These principles involve undertaking baseline tests to establish the most appropriate water treatment program and when the air conditioning plant is to be cleaned and disinfected. The Committee also believes that in all cases it is important that procedures are planned and implemented to ensure the health and safety of building occupants. It is particularly important for all building managers to address the issue of microbial control.

84. The Committee believes that occupant comfort levels need to be assured by sound indoor air quality design, including liberal rates of fresh air. Ongoing concerns would be expected to be raised in occupational health and safety meetings between management and staff; this is provided for in the *Occupational Health and Safety (Commonwealth Employment) Act 1991*. Nevertheless building designers should not rely solely on the post-construction phases to rectify problems associated with poor design.

85. Better building design and management are the basis for systematic solutions to SBS, solutions which are well within reach. Indoor air quality plays a key role in determining levels of comfort amongst those in the community who occupy or visit buildings.

86. The Committee gives notice to departments and agencies that it will continue to examine matters related to occupational health and safety issues.

CHILD CARE

87. Where appropriate the Committee inquiries continued to focus on arrangements for the child care of young children of staff to be employed in buildings under consideration. Some examples of options being considered by departments for the provision of work-based child care which were canvassed by the Committee are as follows:

Juliana House, ACT

88. The new occupants of the refurbished building – the Department of Health, Housing and Community Services – assessed that the building would not be particularly suitable for the provision of child-care facilities. These were, however, available in the Woden-Phillip area for use by the department's staff.

New International Terminal Complex at Brisbane Airport

89. The Federal Airports Corporation (FAC) is examining facilities for its staff and other employee groups as well as the general public at Brisbane Airport. The FAC believed the terminal would be an unlikely location for a child-care centre, given the cost of space in the building, parking facilities and ease of access. The FAC therefore expects that any child care facilities would need to be in a more accessible location costing less. The FAC is considering the concept of a joint venture with other employers as well as commercial facilities offering child-care facilities for the public at large.

York Park Offices, Barton, ACT

90. The Department of Foreign Affairs and Trade (DFAT) expressed a commitment to finding some means of making child care available for its staff. A consultant is being engaged to advise about the range of alternatives available and comparative costs between them. A decision on child-care arrangements will be taken after consideration of all the options.

Australian Taxation Office

91. The Australian Taxation Office (ATO), one of the largest public sector employers, advised the Committee of a number of developments and initiatives in relation to the provision of child care facilities in buildings reported on in recent years.

92. The ATO's Moonee Ponds child care centre continues to operate successfully (Committee's Twenty-third Report of 1989, Parliamentary Paper 494/1989).

93. A major development will be the opening of the Casselden Place child care centre (Committee's Fourth Report of 1988, Parliamentary Paper 138/1988) in which the ATO, as the major partner, will have priority of access to 20 of the 60 day care places. The new centre will break new ground for the provision of work-based child care for several reasons:

- a joint venture between nine Australian Public Service agencies (with Australian Estate Management as the developer)
- immediately adjacent to the Casselden Place tower
- one of the few centres located in the Central Business District
- demonstrates that Australian Estate Management has a significant role to play in progressing work-based child care.

94. The Committee believes that there is considerable scope for this model to be replicated in other major office complexes examined during the year, such as Terrica Place (Committee's Eighth Report of 1992, Parliamentary Paper 463/92) and in the Belconnen area, ACT.

Hydrographic Office, Wollongong, NSW

95. There are numerous government and private child-care centres in the Wollongong area, the majority of which are suburban and easily accessible by staff travelling to and from the new office. The Department of Defence will investigate the distribution of these centres to determine accessibility and availability. Defence will also consider other options, including an on-site facility, a cost-sharing arrangement with a private operator and sharing a facility with another government department or commercial organisation.

INSPECTIONS OF PROJECTS

96. When time permits the Committee takes the opportunity to inspect projects under construction or completed when in the vicinity of them on other inquiries.



When time permits the Committee takes the opportunity to inspect completed projects. The photo shows the Committee and Defence personnel during an inspection of facilities for 2nd Cavalry Regiment, Darwin. From left to right – Ewen Cameron MP, Denise Denahy (Assistant Secretary), Peter Roberts (Secretary), Bruce Scott MP, Colin Hollis MP (Chairman), Lloyd O'Neil MP, Senator Paul Calvert, Brigadier Grahame Hellyer, Air Commodore Peter Nicholson, Brigadier Frederick Pfitzner.

Projects examined included:

- . in July the Committee inspected work on the refurbishment of the Reserve Bank of Australia, Melbourne (Committee's Twenty-sixth Report of 1989, Parliamentary Paper 496/1989).
- . also in July the Committee inspected the redevelopment of Seaward Village, Perth, being undertaken by the Defence Housing Authority (Committee's Eighth Report of 1991, Parliamentary Paper 227/1991).
- . in August the Committee inspected the RAN Patrol Boat Base, Darwin (Committee's Seventh Report of 1979, Parliamentary Paper 215/1979) and facilities for 2nd Cavalry Regiment, Darwin (Committee's Twelfth Report of 1989, Parliamentary Paper 233/1989).

in November, as part of its inquiry into the development of RAAF Base Scherger, the Committee inspected RAAF Base Curtin, a bare base located near Derby, WA (Committee's Ninth Report of 1982, Parliamentary Paper 246/1982). This facility is similar to the RAAF Base Scherger proposal and was visited to familiarise the Committee with the extent of works required for a modern bare base.

MEDIUM WORKS

The Committee may request departments or agencies to refer public works estimated to cost between \$2-6m to it under certain circumstances. No proposals involving medium works were examined during the year.

ADMINISTRATION

Secretariat

97. At the end of December 1992 the Committee Secretariat comprised:

Secretary	Peter Roberts
Assistant Secretaries	Michael Fetter Denise Denahy
Secretariat Support	Sue Whalan Sophia Konti

98. During 1992, a number of other staff served on the Secretariat: Marie Kawaja as assistant secretary, and Sally Dunn provided secretarial support. Jackie McConnell was promoted to another department having served the Committee since May 1990. Amy-Maree Heath came to the Secretariat as a work experience student. John Cure provided assistance during the Budget Sitings.

99. The Committee would like to place on record its appreciation to the staff for their hard work and dedication during 1992. As outlined in this report, 1992 was an extremely busy year for the Committee. The number of references and associated inspections and reports placed considerable strain not only on the Committee, but the staff as well. It was largely the dedication, professionalism and hard work of the staff which enabled the

Committee to cope with such a heavy workload and to achieve, at times, difficult reporting targets. The Committee is fortunate to have a dedicated staff led by the Secretary, Peter Roberts.

Assistance with Inquiries

100. The Committee gratefully acknowledges the assistance of many organisations and individuals who provided willing assistance with many facets of public hearings and inspections, in particular Australian Construction Services.

101. The Committee also acknowledges the sterling efforts of the Parliamentary Reporting Staff (Hansard) in providing high quality and timely transcripts of public hearings. Production staff and management at the Australian Government Printing Office and Publishing Service, the Office of the Minister for Defence, and the Corporate Services Office of the Department of the House of Representatives, especially the duplicating, transport and finance sections deserve special mention.



Colin Hollis
Chairman

19 August 1993

APPENDIX A

DETAILS OF REPORTS PRESENTED BY THE PUBLIC WORKS COMMITTEE DURING 1992

Reference: CSIRO Redevelopment, North Ryde, NSW

Date referred	11 September 1991
Date of public hearing	20 November 1991
Date of report	26 March 1992
Date report presented	31 March 1992
Report number	1/92
Date motion for expediency passed	29 April 1992
Proposed expenditure	\$98m (out-turn)
Expenditure recommended by Committee	\$91.5m (out-turn)
Parliamentary Paper	82/92

Recommendations:

- CSIRO should provide the Committee prior to the commencement of construction with detailed plans of each aspect of the proposal.
- During the detailed design phase CSIRO should pay particular attention to energy efficiency.
- While recognising the provision of public transport is not the responsibility of CSIRO, the Committee believes that CSIRO should urge the relevant State authorities to upgrade public transport facilities, including light rail, to the North Ryde site.
- The Food Research Laboratory of the Division of Food Processing be relocated to the Riverina Region of New South Wales.

- The Minister for Science and Technology do all within his power to ensure that the Food Research Laboratory is relocated to the Riverina Region.
- CSIRO should commence discussions immediately with the relevant authorities in the Riverina Region regarding the relocation of the Food Research Laboratory.

Minister's Response:

- Detailed plans for each aspect of the proposal will be provided prior to the commencement of construction and particular attention will be paid to energy efficiency.
- Discussions are continuing between CSIRO and the relevant State authorities about upgrading public transport facilities to the North Ryde Site...
- ...in respect of recommendations 7 to 11, which refer to the possible relocation of the food research laboratory to the Riverina region, the Director of the CSIRO Institute of Animal Production and Processing has commissioned a major review of directions for the CSIRO Division of Food Processing and related research areas in CSIRO.
- The Review Committee will undertake visits to relevant laboratories and meet with interested parties in June, with its report being completed by the end of August. Its report will be considered by the CSIRO board shortly thereafter. The comments of the [Committee] about relocating the food research laboratory to the Riverina region have been noted by CSIRO and will be considered as an input to the divisional review process.

**Construction of a new permanent repository for
Australian Archives at East Burwood, Vic.**

Date referred	19 December 1991
Date of public hearing	20 February 1992
Date of report	26 March 1992
Date report presented	31 March 1992
Report number	2/92
Date motion for expediency passed	29 April 1992
Proposed expenditure	\$6.5m
Expenditure recommended by Committee	\$6.5m
Parliamentary Paper	83/92

Recommendations:

- Archives should proceed with the upgrading of all air conditioning systems in existing purpose-built repositories to improve their energy efficiency as a matter of urgency.
- Domestic hot water required at the proposed East Burwood facility should be provided from solar hot water heaters.
- In view of the nature of the records to be stored in the proposed repository, the building structure should be designed to withstand the effects of an earthquake similar in magnitude to the 1990 Newcastle earthquake.

Minister's Response

- Archives will continue to upgrade all existing air conditioning systems as part of its ongoing energy management program.
- The domestic hot water supplied to the new facility will utilise solar energy through solar panels erected on the roof which will be assisted by a small gas booster.

- **The building structure is inherently suitable to resist earthquake loads and is expected to survive an event comparable to the Newcastle earthquake with minor damage to cladding, partitions and services, but without any major damage to the structure.**

**Installation of fire sprinklers
in the International Terminal Building,
Sydney (Kingsford-Smith) Airport, NSW.**

Date referred	19 December 1991
Date of public hearing	19 February 1992
Date of report	26 March 1992
Date report presented	31 March 1992
Report number	3/92
Date motion for expediency passed	29 April 1992
Proposed expenditure	\$14.6m
Expenditure recommended by Committee	\$14.6m
Parliamentary Paper	84/92

Recommendations:

- The Federal Airports Corporation commission a fire safety study to determine whether cost savings can be made in the provision of fire sprinklers.
- The Minister for shipping and Aviation Support direct the Federal Airports Corporation to complete an approved master plan for Sydney Airport as a matter of urgency.
- The Federal Airports Corporation thoroughly reassess all aspects of the out-turn cost of \$14.6m to determine areas of possible cost savings.
- The Federal Airports Corporation take all possible steps to minimise the need for the payment of disability allowances and advise the Committee of the extent of such payments.

Minister's Response

- **The Federal Airports Corporation has accepted a proposal for the CSIRO Division of Building Construction and Engineering to undertake a fire safety study. This study will proceed without delay.**
- **A draft planning strategy for Sydney Airport was circulated for public comment in August 1990. This public review period closed on 13 November 1991. The FAC is about to commission the consultants SKP/Bechtel to finalise the Sydney Airport planning strategy, based on comments received, as a matter of urgency.**
- **On receipt of the findings of the CSIRO fire safety study, FAC will take all opportunities to minimise the out-turn costs.**
- **The FAC will undertake the timing and staging of the works so as to restrict the extent of any disability allowance and will seek advice from tenants as to the extent of any such payments made.**

Reference: Refurbishment and fitout of Juliana House, Phillip, ACT

Date referred	25 March 1992
Date of public hearing	27 April 1992
Date of report	28 May 1992
Date report presented	2 June 1992
Report number	4/92
Date motion for expediency passed	25 June 1992
Proposed expenditure	\$8.78m
Expenditure recommended by Committee	\$8.78m
Parliamentary Paper	161/92

Recommendations:

- The project should be thoroughly re-examined with the aim of reducing the estimated cost of \$8.78m.
- This examination should include alternative floor layouts.
- Australian Estate Management report back to the Committee following an energy efficiency audit of the refurbished building after 12 months of occupation.

Minister's Response

- The cost estimates for Juliana House are below the national average for an equivalent office refurbishment, based on advice from the Project Manager, Australian Construction Services. Australian Estate Management is the sponsor of the project and has noted the concerns of the Committee, particularly in relation to the estimated cost of the project. AEM is charged with providing a return on investment to government from its investment in office real estate and accordingly it places a singular focus on cost control in its management role in order to minimise the cost to government.

- **A construction management method of delivery will be employed on Juliana House and tenders will be sought on all trade works packages which will ensure that costs are minimised and reflect competitive marketplace prices.**
- **Australian Estate Management has undertaken to provide the Committee with the results of an energy audit after the building has been occupied for 12 months.**

Reference: Christmas Island Rebuilding Program

Date referred	25 March 1992
Date of public hearing	11 May (Perth)
	14-15 May (Christmas Island)
	25 May (Canberra)
Date of report	10 September 1992
Date report presented	15 September 1992 (House of Reps)
	16 September 1992 (Senate)
Report number	5/92
Date motion for expediency passed	17 September 1992
Proposed expenditure	\$132.0m
Expenditure recommended by Committee	\$132.85
Parliamentary Paper	509/92

Recommendations:

- Prior to the final commitment to the total ten year rebuilding program there should be an assessment of the success of the initial funding program which may lead to changes in priorities and/or funding levels.
- The fuel tank containing the strafing marks be demolished and the section containing the strafing marks should be removed and displayed at a suitable location with an explanation of their historical significance.

- The Department of the Arts, Sport, the Environment and Territories should include the sealing of the roads from the airport turn off to Waterfall and from the golf course to Waterfall in the rebuilding program.
- The Department of the Arts, Sport, the Environment and Territories commence the collection of the solar and wind information necessary to determine the most viable form of alternative energy for Christmas Island to augment existing conventional systems. At the end of the information collection period a pilot plant be set up to assess the feasibility of the alternative energy system chosen to augment the existing diesel generator power station.
- Deficiencies in the Christmas Island telecommunications system should be included as a priority item in the remaining works of stage 1 of the rebuilding program.
- The Department of the Arts, Sport, the Environment and Territories should discuss both the location and size of the proposed swimming pool with the Christmas Island community.
- The Department of the Arts, Sport, the Environment and Territories and the Christmas Island Administration should, as a matter of urgency, develop a comprehensive strategy to address the critical housing situation on Christmas Island.
- The Government consider additional funding of some \$16m to meet the Commonwealth's housing obligations on Christmas Island.
- The Department of the Arts, Sport, the Environment and Territories, in conjunction with the Department of Employment, Education and Training and the Union of Christmas Island Workers, implement, as a matter of urgency, a scheme to maximise training and apprenticeships for Christmas Island workers during the rebuilding program.

- The Department of the Arts, Sport, the Environment and Territories should ensure the maximum possible use of local labour and materials in implementation of the rebuilding program.
- The Christmas Island rebuilding program should proceed at an estimated cost of \$132.85m subject to an assessment following completion of the initial funding program.

Minister's Response

- An assessment of the success of the initial funding program will be undertaken at the completion of the first stage.
- The fuel tank containing the strafing marks will be demolished and the section containing the marks removed and displayed with an explanation of the historical significance in the appropriate location.
- DASET will seek to obtain additional Government funds to address the additional rebuilding works recommended by the Committee, including sealing of roads and the provision of community housing.
- DASET will assess the feasibility of an alternative energy system to augment the existing diesel generating power station and will commence the collection of the solar and wind information necessary to determine the most viable system for the island.
- DASET will commence discussions with the Christmas Island community to review the location and size of the proposed swimming pool.
- DASET will also in conjunction with the Department of Employment, Education and Training, and the Union of Christmas Island Workers, implement a scheme maximising training and apprenticeships for Christmas Island workers during the duration of the rebuilding program.

- **DASET also assures the Committee that the maximum possible use of local labour and materials will be made for the implementation of the rebuilding program.**

Reference: Refurbishment of the Reserve Bank of Australia, Perth

Date referred	27 May 1992
Date of public hearing	23 July 1992
Date of report	10 September 1992
Date report presented	15 September 1992 (House of Reps)
	16 September 1992 (Senate)
Report number	6/92
Date motion for expediency passed	17 September 1992
Proposed expenditure	\$34m April 1992 prices
Expenditure recommended by Committee	\$32.2m June 1992 prices
Parliamentary Paper	464/92

Recommendations:

- The refurbishment should proceed on a staged basis as proposed by the Reserve Bank. This will enable an assessment of the availability of tenants and market conditions in Perth before proceeding with the fitout of tenanted floors.

Reference: Defence Logistics Redevelopment Project - Air Force Aspects

Date referred	27 May 1992
Date of public hearing	3 September 1992
Date of report	8 October 1992
Date report presented	13 October 1992
Report number	7/92
Date motion for expediency passed	4 November 1992
Proposed expenditure	\$25.0m
Expenditure recommended by Committee	\$25.0m
Parliamentary Paper	462/92

Recommendations:

- There should be regular surveys of the air quality in and around Defence warehouses which are clad with asbestos cement and which remain in use. If the surveys reveal airborne asbestos fibre concentrations exceed standards set by the National Occupational Health and Safety Commission immediate remedial work should be carried out.
- Defence should continue discussions with Auburn Municipal Council and other planning authorities to ensure that the land which Defence proposes to sell will be used for purposes compatible with other adjacent land uses, including medium density housing.
- Defence should provide the Commonwealth Fire Board details of the fire protection measures to be provided for comment.
- Defence should ensure that optimal prices are obtained from land sales.

- Defence should undertake further negotiations with local councils and planning authorities to ensure that when sold, the uses of properties identified as surplus to Defence requirements are compatible with local planning.

Minister's Response:

- Defence agrees with the recommendations and will take action as recommended.

**Reference: Office construction at the corner of
Adelaide and Creek Streets, Brisbane.**

Date referred	25 June 1992
Date of public hearing	13 August 1992
Date of report	8 October 1992
Date report presented	13 October 1992
Report number	8/92
Date motion for expediency passed	14 October 1992
Proposed expenditure	\$82m
Expenditure recommended by Committee	\$82m
Parliamentary Paper	463/92

Recommendations:

- Australian Estate Management continue discussions with Brisbane City Council, ACROD and the Public Sector Union during the design development phase to resolve outstanding issues.
- Australian Estate Management report to the Committee on the progress of discussions with the Brisbane City Council, ACROD and the Public Sector Union during the design development phase.

Minister's Response

- The discussions are continuing and progress will be reported to the Committee at the first opportunity.

Reference: Office construction at Section 45, Belconnen, ACT.

Date referred	25 June 1992
Date of public hearing	8 September 1992
Date of report	14 October 1992
Date report presented	14 October 1992
Report number	9/92
Date motion for expediency passed	4 November 1992
Proposed expenditure	\$40.9m
Expenditure recommended by Committee	\$40.9m
Parliamentary Paper	458/92

Recommendations:

- Electricity for the proposed building should be derived from a gas co-generation plant to be provided as part of the engineering services.
- In order to conserve energy the proposed building should be provided with an automatic dimming system for lighting.
- The contract for the removal of fill should not preclude its sale, but the final destination of the fill should be determined, and if it is offered for sale, the cost of removal should be adjusted accordingly.
- The Committee be provided with quarterly progress reports on the progress of the work and the implementation of its recommendations.

Minister's Response

- Technical advice is that gas cogeneration would cost \$2.85m more than the conventional electricity supply proposed and that total annual charges, which include components of capital, maintenance and running costs would exceed the cost of electricity by \$269 000 per annum - based on a 7% discount rate and a 20-year life.
- The Australian Taxation Office, as a prospective tenant of the new building, requires a reliable power supply comparable with that available from the new ACTEW grid. Backup equipment needed to achieve this has a high capital cost, would require additional plant space within the building and would be costly to operate and maintain.
- Cogeneration is appropriate for industrial-type applications when there are steady power loads that match heating. It is not appropriate in office buildings which generally operate from 6 am to 10 pm with dissimilar power and heating loads. The Natural Gas Company has advised the Public Works Committee that a gas cogeneration system is not financially viable for the Belconnen project. It is intended to proceed with plans to provide a conventional electricity supply.
- The second point raised was that the proposed building be provided with a dimmed lighting system. Technical advice is that potential energy savings associated with the switched system that it is proposed to install are 35 per cent, compared to 30 per cent savings available through the use of reasonable cost dimming systems. The greater savings available through the use of a switched system arise from the ability to turn off selected lights automatically, whereas with reasonable cost dimming systems the lighting remains on at all times and can only be dimmed to a maximum of 50 per cent of full lighting output. In addition, the capital cost of the switched system is half that of a reasonable cost dimming system and will result in a saving of \$99,000.

- A dimming system that allows dimming down to zero per cent of full lighting output is now available; however, the capital cost of that system exceeds the cost of the proposed switching system by \$313 000, and the pay-back period for the capital expenditure is 12 years, as opposed to two years for a switched system. On that basis, the use of a dimming system in the Belconnen building is not considered to be cost-effective. The Australian Taxation Office has expressed its concern about the refusal of manufacturers to warrant the performance of their fluorescent tubes with the use of automatic light dimming systems on the basis that it might result in higher lighting maintenance costs for the ATO. Consequently, it is intended to proceed with plans to provide a switched lighting system within the building.
- The third point was that the contract for the removal of fill should not preclude its sale, but that the final destination of the fill be determined. If it is offered for sale, the cost of removal should be adjusted accordingly. Under the conditions of contract, the fill will be disposed of at an approved soil site agreed with the ACT Government. The fill will not be offered for sale by the contractor.
- The next point was that the extent of landscaping be reviewed to reduce the scope of shrub beds and associated irrigation. If the extent of shrub planting were reduced, cost savings could be achieved only if that shrub planting were replaced with grassed areas. This is not considered feasible for the following reasons: the requirements of the National Capital Planning Authority's development control plan for the area; the need to provide densely planted shrub beds to act as a security barrier to meet the requirements of the Australian Taxation Office, which has resulted in savings to the project by allowing perimeter fencing to be deleted from the scope of work; the gradient of some of the shrub beds is greater than that at which mowers can be safely operated; and the ongoing maintenance costs of shrub beds is significantly lower than that of grassed areas.

- The fifth point was that the Committee be provided with quarterly progress reports on the progress of the work and the implementation of its recommendations. Australian Estate Management agreed to provide the Committee with quarterly progress reports on the progress of the work.

Reference: Facilities for an Increased Army presence in the north

Date referred	25 June 1992
Date of public hearing	26 August 1992
Date of report	3 November 1992
Date report presented	9 November 1992
Report number	10/92
Date motion for expediency passed	25 November 1992
Proposed expenditure	\$173.95m
Expenditure recommended by Committee	\$173.95m
Parliamentary Paper	459/92

Recommendations:

- Fire management is an important issue at Palmerston and Defence should take all appropriate precautions to prevent fire risks in the area.
- Large grassed areas should be kept to a minimum and replaced with native plants - this will reduce water consumption during the dry season.
- Consultations have taken place with the Aboriginal community and the Aboriginal community should be kept aware of any future proposed works at the Palmerston site.

Minister's Response:

- Defence agrees with the recommendations ... and will take the appropriate action to implement these recommendations.

Reference: Redevelopment of Larrakeyah Barracks, Darwin, NT

Date referred	25 June 1992
Date of public hearing	27 August 1992
Date of report	3 November 1992
Date report presented	9 November 1992
Report number	11/92
Date motion for expediency passed	25 November 1992
Proposed expenditure	\$28.629m
Expenditure recommended by Committee	\$28.629m
Parliamentary Paper	460/92

Recommendations:

- Defence continue discussions with the National Trust of Australia and the Australian Heritage Commission concerning the future of Building 27.

Minister's Response:

- Defence agrees with the recommendation ... and will take the appropriate action to implement this recommendation.

**Reference: Defence Logistics Redevelopment Project - Defence
National Storage and Distribution Centre**

Date referred	27 May 1992
Date of public hearing	3 September and 15 October 1992
Date of report	3 November 1992
Date report presented	9 November 1992
Report number	12/92
Date motion for expediency passed	11 November 1992
Proposed expenditure	\$100m
Expenditure recommended by Committee	\$100m
Parliamentary Paper	461/92

Recommendations:

- There should be continuing consultation between Defence and the workforces at all establishments at which redundancies are programmed to occur to ensure that the personnel involved are assisted in finding alternative employment.
- A formal mechanism to achieve this objective should be established.
- During the development of the proposal and after the work has been completed Defence should continue formal liaison, including site visits, with the NSW Fire Brigades.
- As part of the study of fire risks throughout all Defence installations currently being undertaken, a formal risk management analysis of existing and proposed facilities be carried out by an independent professionally qualified fire safety consultant.

- Defence should provide the funds and resources for the successful completion of the Supply Systems Redevelopment Project.
- There is an urgent need for the provision of undercover parking for Army vehicles parked at Moorebank.

Minister's Response:

- Defence agrees with the recommendations and will take action as recommended.

**Reference: Development of RAAF Base Scherger at Peppan,
Cape York Peninsula**

Date referred	19 August 1992
Date of public hearing	17 November 1992
Date of report	7 December 1992
Date report presented	16 December 1992 (House of Reps)
	14 December 1992 (Senate)
Report number	13/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$166.65m
Expenditure recommended by Committee	\$166.65m
Parliamentary Paper	466/92

Recommendations:

- Provided the site of the proposed outstation is outside the core area, Defence liaise with the local Aboriginal community about its development and access.
- An energy audit of RAAF Base Curtin, both during stand-downs and deployments and exercises, be undertaken during the development of RAAF Base Scherger and, where relevant, the recommendations of the energy audit be applied to facilities and other structures being provided at RAAF Base Scherger.
- A plan should be developed for the protection from bushfires of combustible facilities and structures on the Base.

- The development of an Environmental Management Plan for the construction and post-construction phases should continue the process of sensitivity to environmental issues and implement environmentally sound strategies.
- Before the haulage of hard rock from the Bald Hill quarry site commences, Defence develop a plan to minimise dust levels on the haulage road and this plan should be implemented.
- Haulage contractors should be required to observe all reasonable precautions to ensure that the safety of motorists on the Peninsula Developmental Road is not compromised by heavy truck usage during the haulage period.
- Defence should encourage the use of the local work force and assist potential local tenderers in bidding for jobs.
- Defence should continue the already extensive process of consultation during the construction and post-construction phases.
- Defence should consider using the Army for future major defence works of a similar nature.

Minister's Response:

- Defence agrees with and will take action on all these recommendations.
- In regard to the proposed Aboriginal outstation, Defence will need to confirm that it is outside the core area and that its location is compatible with Defence master planning for the airfield development. Defence will liaise with the Aboriginal community on this proposal and any future proposal for development in the buffer zone.

**Reference: Construction of an Australian Embassy complex,
Suva, Republic of Fiji**

Date referred	17 September 1992
Date of public hearing	23 November 1992
Date of report	7 December 1992
Date report presented	16 December 1992 (House of Reps)
	14 December 1992 (Senate)
Report number	14/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$9.368m
Expenditure recommended by Committee	\$9.368m
Parliamentary Paper	465/92

Recommendations:

- Attention be given to the possible future installation of a motorised stair mounted platform system to allow internal wheelchair access between floors of the Chancery should this be required.
- The Overseas Property Group should continue discussions with user groups during construction of the proposed buildings.
- Australian manufactured furniture and fittings should be used where appropriate.

**Reference: Construction of Australian Embassy staff apartments,
Attakarn Prasit, Bangkok, Thailand**

Date referred	7 October 1992
Date of public hearing	23 November 1992
Date of report	7 December 1992
Date report presented	16 December 1992 (House of Reps)
	14 December 1992 (Senate)
Report number	15/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$16m
Expenditure recommended by Committee	\$16m
Parliamentary Paper	497/92

Recommendations:

- The Overseas Property Group continue discussions with user groups concerning the size and fitout of the kitchen areas.
- Once an apartment is leased to an officer of another nationality, that lease should be linked to the Australian officer's term of duty and should expire once that officer's posting to Bangkok is terminated.
- Once the acoustic consultant's report has been finalised, the Overseas Property Group liaise with representatives of user groups concerning proposed solutions.

**Reference: Redevelopment of Lavarack Army Barracks in Townsville,
stage 1**

Date referred	14 October 1992
Date of public hearing	20 November 1992
Date of report	7 December 1992
Date report presented	16 December 1992 (House of Reps)
	14 December 1992 (Senate)
Report number	16/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$20.96m
Expenditure recommended by Committee	\$23.433m (out-turn)
Parliamentary Paper	499/92

Recommendations:

- When the design brief for the Stage 1 works has been completed, a copy of it should be provided to the Commonwealth Fire Board for comment.

Minister's Response

- Defence agrees with and will take action on the recommendation.

**Reference: Storage/Display facility for the Australian War Memorial,
Mitchell, ACT**

Date referred	14 October 1992
Date of public hearing	9 November 1992
Date of report	7 December 1992
Date report presented	16 December 1992 (House of Reps)
	14 December 1992 (Senate)
Report number	17/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$6.5m
Expenditure recommended by Committee	\$6.5m
Parliamentary Paper	498/92

Recommendations:

- The Australian War Memorial should ensure that car parking spaces for the disabled are located as close as possible to the entrance of the building.
- The Committee be advised of details of the design, construction and finish once these are finalised.

Minister's Response

- The Australian War Memorial has noted the Committee's recommendations and will provide the Committee with details of design, construction and finish once they are available.
- [The Australian War Memorial] will also ensure that the design incorporates car parking spaces for the disabled close to the entrance of the building.

Reference: Badgery's Creek Airport Development, Stage 1

Date referred	3 June 1992
Date of public hearing	21-23 September 1992
Date of report	8 December 1992
Date report presented	16 December 1992
Report number	18/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$56.1m
Expenditure recommended by Committee	see below
Parliamentary Paper	468/92

Recommendations:

- The Commonwealth include in its acquisition program at the Badgerys Creek Airport site those properties without dwellings which are within the 35 ANEF zone.
- The Stage 1 development of Badgerys Creek Airport as proposed by the Federal Airports Corporation should not proceed.
- The Federal Airports Corporation should prepare and cost as a matter of urgency an expanded Stage 1 proposal in accordance with the Committee's recommendations.
- The Federal Airports Corporation should seek additional Commonwealth funding for the expanded Stage 1 proposal.

- Should the Government be unwilling to provide the necessary additional funding, a consortium including Federal and State Government bodies, local government (through the Western Sydney Regional Organisation of Councils) and other interested parties should be formed to develop and operate Badgerys Creek Airport through private funding.
- The construction of an expanded Stage 1 proposal at Badgerys Creek should commence as soon as possible.

Minister's Response

- The Committee believes that a staged development strategy for Badgerys Creek airport is appropriate, but has indicated that the initial development should provide for a 2 900 metre runway, not an 1 800 metre runway as proposed by the Federal Airports Corporation. The Committee recommends that the FAC should prepare and cost as a matter of urgency its proposal for a longer runway. This would inevitably involve considerable delay, and there is no justification for any further delay in the commencement of work at Badgerys Creek. The FAC's plans do not preclude the subsequent development of a substantially longer runway at an appropriate time. Staged development was a specific feature embodied in the airport master plan.
- The Minister for Shipping and Aviation Support (Senator the Hon. Peter Cook) has advised that he will ask the FAC to immediately re-examine the opportunities for international air freight services at Badgerys Creek. In the light of that examination, he will also seek the FAC's advice on the viability of bringing forward subsequent stages of development to cater for international freight services. This analysis will proceed in parallel with the detailed design work on the 1 800 metre runway project.
- The work which is now to begin on the first stage of Badgerys Creek will not preclude subsequent development of a larger runway.

- The Committee also recommended that the Commonwealth include in its acquisition program at the Badgerys Creek site those properties without dwellings which are within the 35 ANEF zone. The Government is presently reviewing the application of its policy on the voluntary acquisition of aircraft noise affected properties with a view to including vacant residential type properties which do not contain dwellings but which are substantially - that is, more than 50 per cent - within the 35 ANEF for the new airport at Badgerys Creek. A decision is expected shortly.

**Reference: Development of a new international terminal complex for the
Federal Airports Corporation at Brisbane Airport**

Date referred	25 June 1992
Date of public hearing	1 October and 12 November 1992
Date of report	7 December 1992
Date report presented	16 December 1992
Report number	19/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$272m
Expenditure recommended by Committee	\$272m
Parliamentary Paper	469/92

Recommendations:

- A non-polluting rapid transport link should be provided between the domestic terminal and the International Terminal Complex.
- In the longer term the Queensland Government and the Federal Airports Corporation should study and agree on funding for a rapid transport link between the Brisbane Central Business District and the Airport.
- The Federal Airports Corporation undertake a survey of the needs of passengers and the non-travelling public about the nature and standard of facilities and processes required to reduce inconvenience, especially during peak periods.
- A public viewing area should be provided in the building.
- Membership of the subcommittee of the Brisbane Airport Consultative Committee which will focus on environmental issues, should include representatives of community groups which have emerged as a result of the problem of aircraft noise.

Minister's Response

- **The FAC acknowledges the [Committee's] report and notes that each of the recommendations have either been or will be initiated and can be completed as required with one exception: the immediate provision of a non-polluting transport link between the domestic and international terminals.**
- **A transport link between the domestic terminal and the international terminal complex was analysed by the FAC in the initial phases of design. A dedicated shuttle bus system will be provided from the opening of the terminal. A more sophisticated non-polluting rapid transport link is expected to be provided when the passenger numbers grow to commercially justify such a system. Currently, approximately 3 per cent of international terminal passengers transfer between the domestic and international terminals.**
- **A transport corridor between the two terminals has been dedicated to provide for a surface elevated system. It is expected that at some time in the future a rail transport system will link the Brisbane central business district with the international and domestic terminals. It will also provide a rapid transport link between the two terminals, if it has not been independently provided by that time.**

Reference: York Park Offices, Barton, ACT

Date referred	17 September 1992
Date of public hearing	6 November 1992
Date of report	8 & 11 December 1992
Date report presented	16 December 1992
Report number	20/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$186.832m
Expenditure recommended by Committee	see below
Parliamentary Paper	470/92

Recommendations (Majority):

- An energy audit be carried out on the completed building after one year's occupation to enable an assessment of energy usage against energy targets.
- The Department of Administrative Services and the National Capital Planning Authority continue consultations with the Conservation Council of the South East Region and Canberra and the National Trust of Australia (ACT) regarding the provision of adequate protection for *Synemon plana* (a rare species of day-flying moth) in the York Park area.
- The National Capital Planning Authority should provide the Committee with a copy of the completed botanical survey which is being undertaken of the York Park area.
- The Department of Foreign Affairs and Trade should continue to consult on a regular basis with staff and staff associations during the design development and construction of the York Park Project.

- The Department of Foreign Affairs and Trade should continue consultations with the Public Sector Union and the Foreign Affairs and Trade Association regarding options for the provision of child care facilities for the Department of Foreign Affairs and Trade staff.
- The Committee recommends the construction of the York Park Offices, Barton, ACT at an estimated cost of \$186.832m at April 1992 prices.

Recommendations (Minority):

- The York Park solution is not supported by the arguments in the report.
- Insufficient attention has been paid to other options involving the Administrative Building and additional Commonwealth departmental building refurbishment.

Minister's Response:

- The Department of Foreign Affairs and Trade, the Department of Administrative Services and the National Capital Planning Authority have noted the Committee's recommendations and have agreed to undertake:
 - an energy audit of the completed building one year after occupation.
 - to continue consultations with the Conservation Council of the south-east region and Canberra and the National Trust of Australia - and seek the assistance of those bodies in developing a program to protect the day flying moth located in the York Park area and its habitat.
 - provide the Committee with a copy of the completed botanical survey of the York Park area.

- continue consultations with staff and staff associations during the design, development and construction of the York Park project and with the Public Sector Union and staff associations regarding options for the provision of child-care facilities.

Reference: Relocation of Australian Hydrographic Office to Wollongong

Date referred	14 October 1992
Date of public hearing	13 November 1992
Date of report	7 & 11 December 1992
Date report presented	16 December 1992
Report number	21/92
Date motion for expediency passed	17 December 1992
Proposed expenditure	\$12.5m
Expenditure recommended by Committee	see below
Parliamentary Paper	467/92

Recommendations (Majority):

- The construction of facilities for the Australian Hydrographic Office at Wollongong at a cost of \$12.5m at October 1992 prices should proceed.
- The Department of Defence continue to liaise with staff and staff associations during the relocation process.

Recommendations (Minority):

- The Wollongong solution is not based on the operational needs nor on the personnel management requirements of the Hydrographic Service of the Royal Australian Navy.

Minister's Response:

- Defence agrees with the [majority] recommendation, but believes that short term dislocation could result. Action will be taken to minimise this.