

The Parliament of the Commonwealth of Australia

Parliamentary Standing Committee on Public Works

THE SENATE

- 4 MAY 1994

TABLED
PAPER

Report Relating

to the

Refurbishment of Australian Federal Police College, Barton, ACT

(Second Report of 1994)

Australian Government Publishing Service Canberra



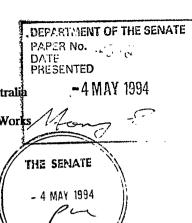
Parliamentary Standing Committee on Public Works

REPORT

relating to the

REFURBISHMENT OF AUSTRALIAN FEDERAL POLICE COLLEGE, BARTON, ACT

(Second Report of 1994)



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MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

(Thirty-First Committee)

Mr Colin Hollis MP (Chairman) Senator Paul Henry Calvert (Vice-Chairman)

House of Representatives Senate

Senator Bryant Robert Burns Senator John Robert Devereux Mr John Neil Andrew MP

Mr Raymond Allen Braithwaite MP Mr Russell Neville Gorman MP

Mr Robert George Halverson OBE MP Hon. Benjamin Charles Humphreys MP

Committee Secretary:

Peter Roberts

Inquiry Secretary:

Michael Fetter

Secretarial Support:

Sue Whalan Gemma Searles

EXTRACT FROM THE VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES

No. 34 dated Wednesday, 17 November 1993

16 PUBLIC WORKS – PARLIAMENTARY STANDING COMMITTEE – REFERENCE OF WORK – REFURBISHMENT OF AUSTRALIAN FEDERAL POLICE COLLEGE, BARTON, ACT

Mrs Crosio (Parliamentary Secretary to the Minister for the Arts and Administrative Services), pursuant to notice, moved—That, in accordance with the provisions of the *Public Works Committee Act 1969*, the following proposed work be referred to the Parliamentary Standing Committee on Public Works for consideration and report: Refurbishment of Australian Federal Police College, Barton, ACT. Mrs Crosio presented plans in connection with the proposed work.

Question-put and passed.

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

REFURBISHMENT OF AUSTRALIAN FEDERAL POLICE COLLEGE, BARTON, ACT

By resolution on 17 November 1993 the House of Representatives referred to the Parliamentary Standing Committee on Public Works the proposed refurbishment of the Australian Federal Police College, Barton, ACT.

THE REFERENCE

- 1. The Australian Federal Police College, formerly Lawley House—a Commonwealth Government hostel—was completed in 1946. Major extensions were made in 1967 and the west wing was converted for the training of Commonwealth Police in 1978.
- 2. The proposal referred to the Committee involves:
 - upgrading the building to comply with current regulations, fire safety issues and occupational health and safety
 - . establishing clearly defined zones of activity
 - redefining circulation and access
 - . utilising courtyards
 - . rationalising functional relationships
 - . upgrading work and residential areas.
- 3. The College is currently configured with 170 bedrooms and six classrooms. Following the refurbishment, there will be 117 bedrooms with en suite facilities, eight classrooms and an executive conference centre.
- 4. When referred to the Committee the estimated cost of the proposed refurbishment was \$10.5 million at July 1993 prices.

THE COMMITTEE'S INVESTIGATION

- 5. The Committee received a submission and drawings from the Australian Federal Police (AFP) and took evidence from representatives of the AFP at a public hearing held at Parliament House, Canberra, on 7 February 1994.
- 6. A representative of the Australian Federal Police Association also gave evidence at the public hearing.
- 7. Written submissions and letters about the proposed works, incorporated in the Minutes of Evidence, were also received from the following:
 - . Royal Australian Institute of Architects
 - . Childcare at Work
 - . Energy Conservation Systems Pty Ltd
 - . ACROD
 - . Energy Miser Pty Ltd
 - . Commonwealth Fire Board
 - . National Capital Planning Authority
 - . Commonwealth Environment Protection Agency
 - . Heritage Council
 - . ACT Government Attorney General
 - . Barton Tennis Club
 - Senator the Hon. Bob McMullan.
- 8. Prior to the public hearing the Committee inspected the AFP College.
- 9. A list of witnesses who gave evidence at the public hearing is at Appendix A.

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

BACKGROUND

The Australian Federal Police

- 11. The AFP was brought into existence by the Australian Federal Police Act 1979. The new police force incorporated the functions of the Commonwealth Police and the ACT Police. It also absorbed the drug law enforcement functions of the Federal Bureau of Narcotics.
- 12. The AFP is the principal organisation through which the Commonwealth Government pursues its law enforcement interests. The AFP has also a total policing responsibility in the ACT, Jervis Bay and Australian external territories. In support of its national role the AFP maintains close liaison with many overseas law enforcement agencies.

Services provided

- 13. In brief the AFP provides services for:
 - . the enforcement of laws against drug trafficking
 - . the investigation of fraud against the Commonwealth
 - . the investigation of other organised crime such as money laundering
 - the investigation of politically-sensitive matters including official corruption and electoral offences
 - the community policing of the ACT (including Jervis Bay), Norfolk Island, Christmas Island and the Cocos (Keeling) Islands
 - the protection of witnesses.

Organisational structure

14. The AFP headquarters is located in Canberra and it has regional commands in every state and territory. The community policing structure, which services the ACT, is carried out under an arrangement with the ACT

Government. The AFP has also 15 overseas liaison posts. As well, AFP officers are attached to Interpol in France and United Nations bodies in Cyprus and Thailand.

Training in the AFP

- 15. The AFP has a number of major training establishments in the ACT—at Weston, Majura and Barton. The AFP College at Barton comprises residential accommodation as well as training rooms and accommodation for instructors.
- 16. Training within the AFP is considered essential to fulfil the organisation's statutory and corporate objectives. A Training Division, established to provide the resources to train and develop the force, aims to develop a multi-skilled, multi-disciplined workforce which is capable and attuned to changes in the social, economic, political, legal and international environment in which law enforcement occurs.
- 17. In recent years training within the AFP has undergone considerable change as a result of a general move to competency-based training. The courses offered at the Barton College are designed to provide personnel with core competencies needed to perform their functions. General knowledge specific to a region or area is now acquired in relevant workplaces, either by local trainers or by distance education packages.
- 18. Core training is provided centrally at the AFP College for the following reasons:
 - . consistency and uniformity
 - the AFP is a national organisation with 1 590 personnel (or 53% of its workforce) located in the ACT-it is therefore more economical to maintain a training establishment in Canberra
 - a central training area enables participants to learn core competencies in an appropriate learning environment
 - . it provides opportunities for networking, cross-fertilisation of ideas, and the development of an appropriate corporate culture and identity.

- 19. The types of courses offered centrally include:
 - . core investigation
 - . criminal intelligence
 - . surveillance
 - . higher level defensive tactics
 - . investigation management.

Other agencies

20. The AFP has been directed by the Minister for Justice to assist all areas of the Commonwealth involved in administering specific legislation to increase their professional standards in the carrying out of compliance and enforcement activities. As a consequence the AFP provides training to other government departments and agencies on a cost-recovery basis. Courses undertaken include introductory and advanced investigation courses, intelligence courses and client-specific courses. The AFP advised the Committee that the courses are well regarded nationally and internationally and demand is high. Most courses are conducted at the Barton College, although some are carried out outside Canberra. During 1992-93 the external agency training program generated \$350 000 in gross income.

THE NEED

Living-in accommodation in Canberra

21. The Committee questioned the need for the College to be located in Canberra, because the AFP has a presence in all states of the Commonwealth. The AFP acknowledged that it is a national institution with the bulk of its staff being located in Canberra. Many agencies, with which the AFP interrelates, also have their headquarters in Canberra. The question of the need to provide living-in accommodation also arose at the public hearing. The AFP advised the Committee that students are accommodated within the College for reasons of morale, efficiency and economy. Courses vary in length—some taking several weeks or months. Many courses are compulsory and ideally the College should provide an environment enabling students to study in peace and relative comfort.

Lawley House and Police College

- 22. The College occupies the former Lawley House, which was a hostel constructed for the Commonwealth and designed to accommodate public servants transferred to Canberra. It is bounded to the north, west and south by Brisbane Avenue, Young and Darling Streets respectively.
- 23. The main part of the building was constructed in the 1940s. Its form and plan comprise a two storey rectangular building with three enclosed courtyards, with central corridors serving residential areas—a series of long corridors with small individual bedrooms on either side. A feature of the design was the provision of two internal courtyards. Expansion of the building occurred in 1967 and was largely confined to the eastern side. A third courtyard and a three storey accommodation wing were provided.
- 24. The building was handed over to the Commonwealth Police in the 1970s for use as a training facility and taken over by the AFP in 1979. When acquired by the Commonwealth Police, the layout was modified. The newest of the accommodation wings was retained as student accommodation, and the two other wings were altered to provide offices, training rooms and a library.
- 25. The building is nearly 50 years old. There have been many ad hoc improvements and repairs over the years to alleviate short-term problems. They have resulted in congestion, contorted thoroughfares and dislocated training and staff accommodation.
- 26. Library accommodation was provided by the internal refurbishment of almost an entire wing. Classrooms were provided by demolishing internal walls separating bedrooms and corridors on the first floor of two wings. This has resulted in several classrooms adjoining each other without service corridors. Classrooms cannot be used to access other classrooms and it is therefore sometimes necessary for personnel to traverse three wings along two levels to travel the equivalent of 20 metres. In short, the building is a maze of haphazard and confused corridors.
- 27. The AFP recognised that it was unfortunate that the modifications which were made in the 1970s were carried out on a minimal budget. Since then there has been further deterioration of the building. The Committee was able to see at first hand evidence of this ad hoc development and the deterioration of some building services during the inspection of the College.

Alternatives considered

28. Over recent years the AFP has considered a number of alternative means by which an effective and functional training facility could be provided.

Use of surplus school

29. A proposal to acquire a surplus school with adjacent accommodation was not successful.

New AFP Headquarters and College at Majura

30. In 1990 the AFP developed a proposal to construct a new Headquarters and College at Majura, in the north of the ACT. After investigating the College component of this proposal it was found that to provide adequate accommodation, teaching and administrative facilities would cost \$50m. Further development of this alternative ceased because of the lack of funds and the identification of a less expensive alternative involving the refurbishment of the College at Barton.

Barton refurbishment

31. In February 1992 the AFP commissioned Australian Construction Services (ACS) to investigate and report on the Barton College. The resultant ACS report confirmed that the building is structurally sound although there were a range of occupational health, safety and other deficiencies. The report itemised the extent of refurbishment to bring the building to an acceptable standard and estimated the cost of the refurbishment at \$20m. The report also mentioned that the indicative cost of providing a new facility would be \$20-22m, excluding allowances, fees, land acquisition and demolition costs.

Government consideration

32. The ACS report formed the basis of a proposal submitted to the Government for consideration in the 1992-93 budget deliberations. This resulted in \$4m being made available for the most essential repairs and rectification of health problems. These funds did not allow for the improvement of accommodation or teaching facilities. Negotiations were commenced with the Department of Finance to enter into a resource agreement which would supplement funds already approved to improve the

standard of accommodation. The proposal examined by the Committee has resulted from these financial arrangements.

Resource agreement

33. The resource agreement between the AFP and the Department of Finance will involve the AFP repaying \$6.5m over a ten-year period. This will come from savings in repairs and maintenance, restructuring existing costs and fees of external training courses and making the building available for conferences, seminars and accommodation to other agencies. The AFP is also considering changing accommodation arrangements for staff travelling to Canberra; instead of receiving a full travel allowance entitlement, they can stay at the College for less.

Community policing function

34. The Committee questioned the AFP about the impact on the extent of the use of the College should a separate non-Commonwealth police force be created to serve the ACT. The AFP indicated that whilst the question was hypothetical, such a decision would not be sensible, unless the ACT government was prepared to abandon economies of scale and create a separate training establishment.

Committee's Conclusions

35. There is a need for the Australian Federal Police to have a training College, with living-in accommodation. An examination of options available to meet this need indicate that the existing College at Barton, ACT, could fulfil this role provided it is refurbished.

THE PROPOSAL

Objectives

- 36. The objectives of the refurbishment are:
 - to achieve the most economical response to the needs of the AFP, bearing in mind flexibility, future growth, and changing educational practices in a constantly evolving training program
 - . to achieve the most economical and efficient planning solutions, where possible using existing planning arrangements with the

- integration of newly planned areas with improved functional relationships
- . to transform the building from a hostel accommodation environment to a collegiate environment appropriate for the training and accommodation purposes of a modern police academy
- to upgrade the building by enhancing the building's presence and preserving existing architectural and landscape features.

Scope of refurbishment

- 37. In general terms the proposed refurbishment focuses on the following elements:
 - upgrading the building to comply with current regulations, fire safety issues and occupational health and safety
 - . establishing clearly defined zones of activity
 - . redefining circulation and access
 - . utilising courtyards
 - . rationalising functional relationships
 - . upgrading the quality of work areas and residential areas.

Improved functional layout

- 38. One of the major objectives of the proposed refurbishment is to improve the functional layout of the College. At present it is a veritable maze of corridors, small rooms and training and support areas arranged somewhat at random.
- 39. Functionally, the College will be divided into five zones, each having particular functions, hours of occupancy and particular requirements for environmental conditions. The five zones are:
 - office administration, teaching, training and library

- dining, games and lounges
- residential
- . conference centre
- . kitchen services, food preparation and associated services.

Office administration, teaching, training and library

- 40. More than half of the College floorspace will be devoted to these functions. The ground floor of the west wing will provide offices for corporate management, training and development and education skills and training branch personnel. The first floor of the west wing will house offices for staff, a conference facility and training rooms of which there will be eight.
- 41. The entry hall and reception area will be enhanced by opening it up to provide full access and views to the formal courtyard beyond.
- 42. The existing staircases will be demolished and new staircases constructed at the corners of the courtyard. An enclosed circulation corridor around the perimeter of the courtyard will simplify pedestrian thoroughfares and allow access to the various training branches located on the ground floor and training rooms on the first floor.
- 43. The courtyard will retain its social function; it will be transformed into an informal College quadrangle and a focus for all staff and students.
- 44. Toilet amenities will be rationalised and reduced to sensible numbers incorporating disabled facilities where possible using existing toilet locations.
- 45. Existing offices in the west wing consist of several corridors of former bedrooms complete with wardrobes and handbasins. Many are cramped. The office administrative functions will be located together on the ground floor where the existing office environment with direct access to the courtyard.
- 46. Training rooms were created by removing adjoining walls from former bedrooms. The training rooms are considered by the AFP to be too small and they lack flexibility. It is proposed to rectify these problems by increasing their size and providing considerably improved access to them by a colonnade to be constructed around the courtyard. The training rooms will

extend across the full width of the building and will be provided with natural light from both sides. Syndicate rooms, which are required to support training rooms, will be distributed in clusters around the training rooms.

- 47. The commander's office accommodation and conference room will be located at the top of the main staircase.
- 48. The library will be centrally located between the existing administration courtyard and a new formal courtyard in the centre of the building. In this location use will be made of the existing laundry deck as additional library space. The library will overlook the central courtyard.
- 49. By relocating the existing library to a centrally accessible location, all training branches and administration offices can be accommodated on the one level. The new location of the library will offer flexibility for use after hours while all remaining ground and first floor areas remain secured.
- 50. A passenger lift will be located adjacent to the security check area on the ground floor and will emerge adjacent to the library on the first floor.

Dining, games, lounges

- 51. Dining areas are located on the ground floor. It is proposed to internally open up the main dining room and to provide access to it from the main courtyard via the colonnade which will surround the eastern and southern edges.
- 52. A lounge and bar area will be located on the ground floor at the front of the College. The bar is to be removed from its present location to allow the lounge to open up to the formal courtyard. It will be located to serve the lounge and games room.
- 53. A formal courtyard will be provided in the central zone. It will be flanked on the west by administration areas and on the east by a colonnade adjacent to the College dining area. Provision of the courtyard will be achieved by removing all garages, bar and plantroom structures now located in the central courtyard. The new courtyard will be composed of mixed hard paved surfaces, trees and shrubs. An ornamental pool will also be provided. It will provide a focus for all dining and conference activities and an outlook from the library.

54. Existing recreation TV rooms on the mezzanine and first floors will be retained with the inclusion of a small kitchenette with tea and coffee making facilities. The gymnasium area is severely undersized and is located some distance from residential areas. It is proposed to move it to the undercroft area with the sauna rooms. In this location, the facility will be central to all residents.

Residential

- 55. Upgrading of the residential accommodation is proposed. The scope of this upgrading involves the provision of 97 general accommodation suites and 20 executive accommodation suites. The AFP described the proposed suites as conforming with a three and four star standard respectively. All rooms shall be provided with their own ensuites.
- 56. The Committee questioned the AFP about a number of aspects of the proposed refurbishment, including:
 - the impact on training capacity of reduced numbers of rooms
 - and the standard of accommodation to be provided compared with that provided for trainees of other organisations such as the Department of Defence.
- 57. The number of bedrooms will be reduced from 170 to 117. When the AFP assumed responsibility for the College in 1979, the accommodation consisted largely of single rooms and there was more accommodation space than could be used efficiently. The AFP acknowledged that there has been an increased responsibility for training but do not believe that this will mean an increased requirement for accommodation. There will probably be no more than 150 to 200 personnel at the College at any one time. The number of bedrooms provided is therefore considered adequate to satisfy the needs of the AFP for the foreseeable future.
- 58. The proposal uses excess space to advantage by upgrading the level of amenity available in each room. Three current rooms will be modified to create two rooms, each with ensuite. This will have the dual advantages of bringing accommodation to an acceptable standard and remove and inefficient oversupply of rooms.
- 59. The AFP believes comparisons with accommodation standards applying to Australian Defence Force personnel are inappropriate in any

- assessment of AFP accommodation standards. The AFP accepts recruits at the graduate level and AFP officers throughout their career. Therefore, at any one time the College could accommodate students ranging to senior management levels and range in age from the early twenties to the mid fifties. Students from other agencies vary in age and in career paths. Most are at least in middle management levels in their organisations. The AFP was therefore obliged to develop an accommodation solution which adequately addressed previous staff discontent, and which took into account the legitimate accommodation expectations of the majority of its students.
- 60. A final consideration involved the financial arrangement covering the cost of the refurbishment. As mentioned above, the project is only partially funded from budget appropriations. The majority will need to be repaid to the Department of Finance by revenue raised from the training of personnel from external agencies. The scope and standard of the proposed accommodation refurbishment will make the College competitive in the provision of accommodation for external students and increase the capacity of the AFP to fund the entire refurbishment.
- 61. Laundries containing washing and drying facilities will be located on each floor.

Conference centre

- 62. A conference centre, comprising two conference rooms, a foyer and a theatrette, will be located south of the formal courtyard above an executive dining room. The focus for this area will be the formal courtyard via a balcony terrace. This feature will provide the opportunity for outdoor congregation during conference breaks.
- 63. The location of the executive dining room beneath the conference facilities will provide a separate meals area for formal dinners. It will also provide a fully integrated and separate conference facility available for hire by other government agencies from which the AFP expects to earn revenue for the resource agreement.
- 64. The conference facility will be on the first floor, immediately above the boiler room. To create the theatrette the existing walls of the boiler/plant room will be reshaped and extended to provide structural support. This will create additional space underneath the theatrette on the ground floor which will be used for the executive dining room.

- 65. The Committee questioned a number of aspects of the dining and conference facility the cost of relocating some of the equipment in the boiler room and the impact of noise from the boiler room on the executive dining area adjacent to it and on the theatrette above it.
- 66. The AFP advised the Committee that there are eight pumps installed in the current plant room. Two are redundant and another four will become redundant as a result of the refurbishment; in all, six pumps will be removed and only two will be required for the re-configured heating system. The proposal is to relocate the two remaining pumps to the new space underneath the theatrette at a cost of \$1000 to \$1500. This relocation will free a large part of the current plant room to accommodate the executive dining facility. The AFP advised the Committee that the work will involve only minor modification because the building structure is sound.
- 67. The AFP also advised the Committee that the impact of noise intrusion from the boiler room on the executive dining room and the theatrette above was carefully considered. Building elements selected by the project architects should provide a degree of noise reduction which will make the noise from the boiler room barely audible. To achieve the design background noise criteria a new masonry wall will be built between the dining room and the plant room. This will consist of two floor-to-floor single-layered brick skins rendered on both faces, with acoustic insulation in the cavity. The separation between the theatrette and the boiler room will be achieved by the installation of a pre-cast concrete slab floor which will be topped with a cement screed.

Kitchen and food preparation

- 68. The AFP submitted that the kitchen facility is substandard, and requires major upgrading. The kitchen contains several unused areas, and much wasted space. It is possible to fully upgrade the kitchen in a smaller area and the upgrading will result in a more efficient use of space. Cool and freezer rooms will be relocated into the main kitchen area.
- 69. The kitchen area will be contiguous with the main dining area and executive dining area.

Expansion capacity

70. The design capacity of the facility is 15-20 years and the Committee questioned the AFP about growth in training resulting in a need for the

College to be expanded. The AFP indicated that the organisation has not grown much in the past few years. With the exception of training for external agencies it is not expected that training will be expanded dramatically because courses will suffer as a result. It is believed that 20-25 trainees is the appropriate number on each course; the number of courses conducted each year is dependent on the number of instructors. Many training courses are not core courses and are taken to external agencies—it is cheaper and there is no requirement for them to be residential courses.

71. Some 42 courses are conducted by the College and during 1993 approximately 3 200 people attended them. The number of courses underway at any one time is tightly controlled not only by the amenities which are available but also by the number of staff available to undertake the training.

Committee's Conclusions

- 72. The extent of the refurbishment is necessary due to the age and condition of the College building and a requirement to provide a modern, integrated training establishment offering facilities consistent with contemporary standards and expectations.
- 73. The standard of accommodation proposed is consistent with a need to cater for the diversity of personnel attending training courses and can be justified on that basis.
- 74. The conference centre will enable the AFP to cater for conferences involving its own personnel and other agencies and interests and provide a source of income to repay funds made available through the resource agreement with the Department of Finance.

SERVICES

Mechanical services

75. The mechanical services to be provided consist of airconditioning to selected areas, the upgrading and modification of the existing heating system, mechanical ventilation to bathrooms and toilets, cleaner stores and special areas such as the switch room, dark room and print room. Mechanical ventilation will also be provided to the corridors of the residential wing. There will also be modifications of the kitchen exhaust

system. It will be necessary to relocate the existing heating water pump and cold room equipment to suit the revised layout.

76. New chillers and associated cooling towers will be located in the boiler house. The existing boilers will be retained but the existing water heating pipes will need to be modified. New chilled water pipes will also be required. To meet the revised building plan, the existing heating water pumps will be relocated to the extended plantroom area. A new boiler may be required to supplement the existing boilers. Cold room equipment will be relocated to suit the revised kitchen layout.

Airconditioning

- 77. Airconditioning will be provided to executive suites, dining rooms, function rooms, theatre, offices, libraries, training rooms and consultation rooms.
- 78. An air-cooled chilled water system comprising an air cooled chiller and circulation pumps will be designed to provide chilled water to all fan coil units and air handling units serving airconditoned areas. A constant volume of air will be supplied to each individual zone containing one or more rooms. Supply air temperature will be controlled to meet indoor comfort criteria by electronic control systems.
- 79. Airconditioning for the gymnasium will be provided by utilising two existing packaged airconditioners now serving two training rooms. The two units will be cleaned and maintained.
- 80. The airconditioning systems will conform with the Building Code of Australia and relevant Australian Standards for minimum fresh air and exhaust requirements and will be based on the ambient minimum conditions for the ACT.

Heating system

- 81. The existing radiator heating system and pipework will be modified to serve the guest rooms and covered walkways. In areas where air conditioning will be provided the radiators will be removed. Natural ventilation will be provided to covered walkways.
- 82. Heating to toilet areas will be by the installation of heat lights provided as part of the electrical services.

83. Heating to airconditioned areas will be provided by heating water pipes reticulated to the fan coil units/air handling units and to plant and equipment.

Mechanical ventilation system

- 84. Mechanical exhaust ventilation will be provided for all bathrooms, internal toilets and cleaner store.
- 85. All exhaust air will be collected and discharged to outdoors via roof extraction fans. Exhaust ventilation will be provided for guest rooms, executive suites and internal toilets.
- 86. Mechanical exhaust ventilation will be provided to the corridors of the residential wing to provide positive circulation of air.
- 87. The boiler plantroom will be ventilated to meet the relevant code. Mechanical ventilation will be provided.
- 88. A separate mechanical ventilation system will also be provided for the print room, dark room, switch room and lift motor room.
- 89. The kitchen exhaust system will be modified and checked to ensure the relevant codes and standards are complied with.
- 90. The mechanical switchboard and basic control system will be located in the extended boiler plant room.

Electrical services

- 91. It is proposed to provide 500 KVA of additional power for proposed air conditioning, new kitchen equipment, greater power capacity to accommodation units, and installation of a lift (which is required to meet the disabled code).
- 92. The provision of additional power will require new mains cables as the load is expected to more than double following refurbishment, and extensive rewiring will be required. Data and communications network cabling will be installed to meet modern requirements.
- 93. The scope of electrical services will include:

- . a new sub-station to supply 415 volt electrical energy
- a new main switchboard to control and protect sub-main cables
- . a mixture of new and re-used distribution boards
- . substantial rewiring of light and power distribution
- . new light fittings and re-use of some existing fittings
- . a complete emergency lighting installation
- . skirting ducting as a cable management device in many areas
- . special power provisions for equipment
- . communication system wiring ducting, cable trays, conduits
- . telecommunication wiring
- . master television aerial system
- . general purpose power outlets
- . as installed record drawings of the entire installation.
- 94. The various systems comprising the electrical installation will be designed in accordance with relevant Australian Standards.

Lighting

- 95. A variety of light fittings will be provided—the majority will be fluorescent. Light fittings in the residential zone will be less austere.
- 96. Switching will be provided to enable users to have control over the lighting in their immediate area. External lighting will be controlled automatically.
- 97. Reflective glare on computer screens will be reduced as much as possible using special reflectors and diffusers to light fittings in these areas.

Wiring provisions

- 98. Cable trays will be provided for wire management inside ceiling and roof spaces. An extruded aluminium skirting duct will be installed around walls to provide a neat method of running power, telephone and data cables.
- 99. A master television aerial system will be provided, to reticulate the television signal to certain rooms nominated in the brief and a communications system will also provide interconnection of electronic equipment for sound, vision and data.

Electrical systems

100. The primary safety procedure to be adopted will involve the earthing of outlets and exposed metal of electrical equipment. Circuits will be protected by moulded case circuit breakers and some outlets protected by earth leakage devices at the source of supply on the switchboards.

Committee's Conclusion

101. The extent of the proposed upgrading of services reflects the requirement to repair and maintain deficiencies in existing systems and to modernise them where necessary.

LAW ENFORCEMENT REVIEW

- 102. The Committee raised with the AFP the possible impact of administrative or organisational changes arising from Government consideration of the law enforcement review on the structure and functions of Commonwealth law enforcement agencies in general and on training requirements in particular. The Committee understand that the law enforcement review, announced by the Minister for Justice on 17 August 1993 is now under consideration by the Government. It had not been finalised at the time of the public hearing. The Committee questioned the AFP about the impact of the review on the proposal because there was an instance recently where a work previously examined by the Committee was not required as a consequence of organisational changes occurring during construction. The Committee would not wish to see a repeat of this debacle.
- 103. At the public hearing the AFP advised the Committee that without pre-empting its findings and recommendations, the review endorses the important role of the AFP in the training and standards of fraud

investigation recognised by the House of Representatives Standing Committee on Banking, Finance and Public Administration in November 1993. The report of that Committee, *Focusing on Fraud*, stated:

While the Committee generally supports agencies having responsibility for investigating routine cases of fraud, it believes that a significant effort needs to be made to ensure that those agencies have the skills to deal with such investigations. Better training in fraud investigation is needed and the AFP should play a major role. (Report, p. 52)

104. Based on the evidence provided to it, the Committee believes there is a requirement for the AFP to have a residential training College. However, changes to the structure and function of Commonwealth law enforcement agencies may arise soon, as may a changed approach by management to training requirements and responsibilities.

Committee's Conclusion

105. There may be risks, associated with the outcome of the law enforcement review, in proceeding with the proposal immediately.

Committee's Recommendations

106. Before proceeding with the proposal it would therefore be prudent to await Government consideration of the law enforcement review and test the impact of any decisions relating to training requirements against the scope of the proposed work.

107. The proposal should proceed if impacts associated with Government decisions relating to the law enforcement review will have no significant bearing on the scope of the proposal.

ASBESTOS

108. An asbestos survey was conducted in 1987 and the findings from it were considered in the current proposal. All asbestos will be removed either before or during construction. The original survey was visual only, and may not have disclosed all asbestos sealed in some parts of the structure. The AFP advised the Committee that the project manager will need to conduct a follow-up survey during demolition, which will ensure that any asbestos in

cavities and building risers will be included in the clean-up. If appropriate a licensed asbestos removal contractor would be engaged, and all procedures will comply with local government regulations for the removal of hazardous materials.

Committee's Recommendation

109. The AFP advise the Committee of the results of the follow-up survey of asbestos and extent of any removal cost.

FIRE SAFETY

Proposal

- 110. The AFP advised the Committee that consultation with the ACT Fire Brigade has taken place with the aim of significantly improving fire safety by providing compartmentation, and fire and smoke detection systems as well as fire fighting systems in accordance with the requirements of the Building Code of Australia.
- 111. One-third of the building will be protected by fire sprinklers, with the balance being provided with thermal fire alarm/smoke detector systems. Areas to be protected by fire sprinklers will be confined to residential areas. This feature is in accordance with the recommendations of the ACT Fire Brigade.
- 112. All systems within the complex will be connected to the nearest fire station by telephone lines from the fire indicator board.
- 113. Smoke detectors will be used in corridors and inside mechanical ventilation plant.
- 114. Illuminated exit signs and emergency lights will be installed throughout the complex. A fire evacuation and alarm system will be provided.

Commonwealth Fire Board

115. A submission to the Committee from the Commonwealth Fire Board made a number of useful suggestions about the fire protection measures. These suggestions included:

compliance with the BCA

- . independent certification of the buildings during construction and following completion prior to occupancy
- the appointment of an independent adjudicator to adjudicate on proposals to waiver the requirements of the BCA or set requirements if the BCA is silent on an issue or requires interpretation.
- . use by the AFP of standards for upgraded living-in accommodation adopted by the Department of Defence.

AFP response

- 116. The AFP advised the Committee in response to these suggestions that the architect has been briefed to include compliance with the BCA; there has been constant dialogue with the ACT Fire Brigade since the commencement of the design process. The ACT Fire Brigade has provided assistance in making judgements and interpretations on aspects of the BCA. The Committee was assured that in the event that common ground cannot be reached with the Fire Brigade, the suggestion concerning the appointment of an independent referee would be taken up. In that case the AFP will approach the Board for advice in finding a suitable referee.
- 117. Details of standards for upgraded living-in accommodation adopted by the Department of Defence were referred by the AFP to the project managers for consideration in their discussions with the ACT Fire Brigade.

Committee's Recommendation

118. Whilst the extent of fire safety measures proposed appears to be adequate, the involvement of the ACT Fire Brigade should continue throughout the design and delivery of the completed project.

ENERGY CONSERVATION

Energy target

119. The energy target for the building will be in the order of 800 megajoules per square metre per annum. The AFP believe that this is an acceptable level for a building of the nature to be refurbished.

Passive features

- 120. The AFP advised the Committee that the building lends itself to energy conservation due to the various courtyards and the orientation of the various wings. These features will be capitalised upon:
 - . natural cross ventilation during the temperate months of the year
 - . maximum penetration of sun in winter
 - shaded window areas in summer using overhanging corridors and balconies, verandahs and cloisters and shade from trees in courtyards and around the perimeter.

Suggestions and AFP responses

121. The Committee received two submissions from commercial interests relating to the provision of more energy efficient lighting control systems for refurbishment. The AFP advised the Committee that an independent consultant had been engaged to review and make recommendations on the design produced by the primary electrical and mechanical consultant. The consultant's report concluded that provided mechanical and electrical systems are well designed, and taking into consideration the solid structure of the College building, energy consumption should not be excessive. The AFP believes the process of design and independent review will produce energy efficient electrical and mechanical systems, including a lighting control system, which will satisfy requirements.

Committee's Recommendation

122. An energy audit of the College should be carried out 12 months after the completion of the project.

DISRUPTION TO TRAINING

123. The proposed work is expected to take 18 months to complete. The Committee therefore questioned the AFP about the impact of disruptions to training which will result in the College being closed during that period. The AFP advised the Committee that training will be carried out at AFP properties at Weston and Majura. The AFP is also negotiating to lease committee rooms in the Provisional Parliament House for training purposes.

In addition, it is proposed to conduct more training at the regional level, in Sydney and Melbourne. Accommodation will be in local serviced apartments or in motels. The cost of training and accommodation will be from the AFP budget allocation.

ACCESS FOR THE DISABLED

Suggestions

- 124. A submission to the Committee from the ACT Division of the Australian Council for the Rehabilitation of Disabled (ACROD) included the following observations and suggestions:
 - the difficulties in converting a 50 year old hostel to satisfy the requirements of the BCA are recognised
 - . a training facility at which Police, who may be temporarily incapacitated, could continue training whilst recovering from injury, is considered practical
 - at least two parking spaces should be provided for disabled with access ramps
 - access should be provided from the disabled car parking spaces to common areas of the building
 - . a ramp for wheelchair access should be provided between the floors of the wings which have different floor levels.

Implementation

- 125. A review of the project was carried out by the AFP in response to the ACROD suggestions which resulted in a commitment to implement the following recommendations:
 - . the size of the lift car will be increased
 - two 'reserved' parking spaces will be provided at the front of the building
 - a number of additional ramps to replace stairs will be included in the design

- four disabled toilets and three disabled bedroom suites will be provided.
- 126. The Committee commends the AFP for accepting, and including in the design, suggestions made by ACROD.

Committee's Recommendation

127. The Australian Council for the Rehabilitation of Disabled should be involved in the detailed design of refurbishment work relative to access and other facilities for the disabled.

CHILD CARE

Suggestions

- 128. A number of submissions concerning child care arrangements were received by the Committee. Childcare at Work, a commercial consultancy firm, suggested that the AFP consider the inclusion of the following strategies and elements within the project:
 - reservation of child care places in a long day child care centre for children up to the age of five years and in a school holiday program near the College
 - the provision of some larger bedrooms which would be suitable to house a family for the duration of courses offered
 - . a playroom with cooking facilities.
- 129. The Australian Federal Police Association (AFPA) suggested that at the very least provision should be made for the conversion of the guest lecturer flat and the courtyard to be set aside as child care areas. The AFPA added that ultimately on-site child care would be beneficial to people attending the College; this would also be in line with Government policy.
- 130. The AFPA believe the problem concerning child care is not the location of the child care centres, but the availability of places at these centres. The Committee was advised that there are no places available on a short term basis. One option would involve the AFP reserving, and paying for places at a centre; this would raise the question of the number of places required, and how they would be utilised when not required. For these

reasons the AFPA suggested that it would be more cost effective to provide a child care facility in the College. Supervision of it could be by casual staff employed as required.

AFP response

- 131. The AFP advised the Committee that the suggestions from Childcare at Work could be incorporated into the refurbishment. Day time care for children is available at centres in the suburbs of Barton, Kingston and Forrest. The closest centre is within walking distance of the College. An arrangement for short-term child care could be worked out between College management and the centre.
- 132. Accommodation of parents with one child could be achieved by using one of the 20 executive bedrooms. A number of other options were also being considered. These include locating families in the existing flat or installing doors to link two sets of executive bedrooms.
- 133. The AFP identified two options for the provision of a common play room. One involves using one of the TV rooms, the other using an executive bedroom. The latter would make available en suite toilets and tea-making facilities.
- 134. An AFP/AFPA sponsored child care survey was undertaken in August 1992 to determine child care needs of employees. Responses to the survey were received from 58% of AFP employees. The results indicated:
 - . a strong interest for work based child care or assistance (particularly in Canberra)
 - . productivity is decreased when child care problems eventuate
 - different requirements for each geographical region.
 - 40 respondents, living outside the Canberra area, experienced major problems with child care arrangements when attending courses away from their work location.
- 135. The AFP will establish a working group to address issues to assist employees which experience major child care problems when required to attend courses in Canberra. In the interim, the AFP is assisting employees on an individual basis. At the completion of the Barton College

refurblishment some courses may be programnmed to coincide with the January holiday period to optimise the use of child care facilities which have short term places available. This has been done in the past. The AFP believes the use of existing off-site child care facilities would be more cost-effective than the AFPA proposal to establish a child care facility in the College. Apart from establishment costs, there would be costs associated with contracting a qualified carer(s) to look after children on an intermittent basis. The cost incurred to cover the care of two children at an existing facility for a fortnight whilst their mother attended a training course at the College was about \$300.

Committee's Conclusions

- 136. There should be no uncertainty or apprehension in the minds of personnel required to undertake courses at the College about child care arrangements which will apply when the refurbished College opens.
- 137. In the past assistance with child care has been on an individual basis and this, and uncertainties about the availability of short term places at child care centres near the College, may have been a deterrent to some personnel from attending courses at the College.

Committee's Recommendations

- 138. The AFP should continue to monitor carefully the requirements of personnel attending courses at the College from interstate for child care facilities and provide assistance in obtaining places at local centres.
- 139. The AFP should formalise arrangements with child care centres aimed at providing certainty about the availability of places not only in the holiday season but throughout the year.

ENVIRONMENTAL IMPACT

Appearance

- 140. The proposal will result in a number of changes to the appearance of the building. These changes will be:
 - the provision of a port-cochere to the front of the building to provide weather protection to visitors. The AFP indicated that the structure has been designed to complement the existing

building elevation driveway. Materials to be used will comprise brick and render columns to match those already existing.

- the provision of second storey library extensions. These extensions will use the existing laundry court terrace located in the middle of the building. The additional floor will have a low pitched roof to minimise its visual impact. There will be a masonry parapet protruding above but behind the existing ridge line in the north and south elevations. The AFP believe that with the use of matching masonry, this extension will be a sympathetic addition which will complement the building's clean ridge line
- . extensions to the ground floor plantroom and first floor extensions to the theatrette—this extension will match existing building materials and roof pitches will complement the existing elevation features
- location of the substation. A proposed location is at this stage preliminary. Its enclosure or screening would be detailed to complement the existing building.
- . outdoor location of chiller units mechanical services equipment. This equipment is proposed to be located in the existing laundry drying court area amongst trees at the southeast corner of the building. The chiller units and acoustic silencers will be screened by existing walls. Silencer units will protrude 1.5m above the walls but will be screened by shrubs and well established trees.

Acoustics

141. Noise measurements carried out after midnight indicate that the existing background noise at residences opposite the College is in the order of 45dB(A) and at nearby residences more remote from the College in the order of 40dB(A). The Committee was advised that the objective guidelines for controlling noise emissions from internal and external mechanical plant at the College will be 40dB(A) or lower.

Parking

- 142. An offstreet carpark for 80 vehicles is located to the east, on the College site. Two additional parking spaces will be provided at the main entrance. Angle parking for 43 cars is also available along Darling and York streets and there are 22 kerbside parking spaces available along Brisbane Avenue. In total, therefore, there are 145 car parking spaces currently available with additional kerbside parking nearby.
- 143. The proposed refurbishment will reduce the accommodation capacity from 170 to 117 rooms. The AFP therefore anticipates that with the reduction in the number of trainees accommodated at any one time, the impact of parking on the area will be less than is currently experienced.

CONSULTATIONS

144. The AFP advised the Committee that the following authorities and government departments were consulted about the project:

National Capital Planning Authority (NCPA)

145. The NCPA reviewed the project to consider and advise on the project's consistency with the National Capital Plan. A submission from the NCPA indicated that final working drawings will be required to enable the Authority to assess the consistency of the project with the National Capital Plan. However, based on the preliminary sketch plans provided the Authority considered that relevant provisions of the plan have been taken into account in a satisfactory manner. The AFP indicated to the Committee that final working drawings will be made available to the NCPA following Parliamentary approval of the project.

ACT Government

146. The ACT Department of Environment, Land and Planning Design assessed the proposal in relation to the nature strip and a required building set-back encroachment and have given in-principle support. The ACT Attorney General fully supports the proposed refurbishment.

ACT Fire Brigade

147. The ACT Fire Brigade reviewed the project and, following detailed discussions with the project consultant team, have identified a fire safety strategy with complies with relevant codes.

ACT Heritage Commission

148. The ACT Heritage Commission was advised of the project and expressed no objection to it proceeding.

PROJECT DELIVERY

Design, documentation and supervision

- 149. The AFP was in the past tied to ACS for all construction and maintenance needs, and the original proposal was therefore examined by ACS. In mid-1992 all Commonwealth departments and agencies were untied and were thus able to choose, for the first time, the project delivery system best suited to their needs.
- 150. The AFP has insufficient resources to undertake management of the project by itself and called for expressions of interest for a project manager from architectural and project management firms to handle the design, documentation and supervision of the work. The project manager would be overseen by staff from the AFP. Two candidates emerged from a process of elimination and were required to compete in a further competitive selection round which culminated in presentations to AFP senior management.

COST

151. The estimated cost of the proposed work is \$10.5m at August 1993 prices. The proposed work is expected to take 18 months to complete.

Changes to scope

- 152. The Committee questioned the AFP about the implications of the reduced estimated cost of the refurbishment from \$20m (ACS estimation) to \$10.5m (the estimated cost of the work when referred to the Committee).
- 153. The AFP advised the Committee that the following departures from the original \$20m ACS proposal resulted in the reduced estimated cost:

- ACS proposal included the duplication of the number of bedrooms; it is now 117, it was 200
- . ACS provided for the airconditiong of bedrooms; the proposal examined by the Committee will not provide for the airconditioning of the standard level of accommodation—this is due to Canberra's climate and because the College will not be occupied during peak summer months
- the ACS proposal included the provision of new mechanical services throughout the building; the proposal before the Committee will re-use some existing boilers which have been refurbished within the past five years—the proposal therefore makes use of some existing equipment which has a serviceable life to meet the requirements of the brief
- the proposal will utilise more economical electrical systems; an uninterruptible power supply will not be provided
- the ACS costing provided close to \$1m for rise and fall; the AFP acknowledged that this inclusion was sensible at the time but because of the current market, a rise and fall provision has not been included
- the ACS costing provided \$400 000 as a tender write up; the AFP now believes this provision is not essential, although a 4% construction contingency is included in the revised costing. The AFP believe this provision is sensible for a project of this nature.
- the ACS costing included a fee component of \$2.68m in an overall budget of \$20m; the proposal is now for a refurbishment costing \$10.5m and the fees are estimated at just over \$1m.

Committee's Recommendation

154. The Committee recommends the refurbishment of the Australian Federal Police College, Barton, ACT at a cost of \$10.5m at August 1993 prices subject to impacts associated with the law enforcement review having no significant bearing on the scope of the proposal.

CONCLUSIONS AND RECOMMENDATIONS

155. The	SIONS AND RECOMMENDATIONS conclusions and recommendations of the Committee in the report to which they refer are set out below:	and the ragraph	7.	Before proceeding with the proposal it would therefore be prudent to await Government consideration of the law enforcement review and test the impact of any decisions relating to training requirements against the scope of the proposed work.	106
1.	There is a need for the Australian Federal Police to have a training College, with living-in accommodation. An examination of options available to meet this need indicate that the existing College at Barton, ACT, could fulfil this role provided it is refurbished.	35	8.9.	The proposal should proceed if impacts associated with Government decisions relating to the law enforcement review will have no significant bearing on the scope of the proposal. The AFP advise the Committee of the results of the follow-up survey of asbestos and extent of any	107
2.	The extent of the refurbishment is necessary due to the age and condition of the College building and a requirement to provide a modern, integrated training establishment offering facilities consistent with contemporary standards and expectations.	72	10.	removal cost. Whilst the extent of fire safety measures proposed appears to be adequate, the involvement of the ACT Fire Brigade should continue throughout the design and delivery of the completed project.	109 118
3.	The standard of accommodation proposed is consistent with a need to cater for the diversity of personnel attending training courses and can be justified on that basis.	73	11. 12.	An energy audit of the College should be carried out 12 months after the completion of the project. The Australian Council for the Rehabilitation of	122
4.	The conference centre will enable the AFP to cater for conferences involving its own personnel and other agencies and interests and provide a source of income to repay funds made available through the resource agreement with the Department of Finance.	74	13.	Disabled should be involved in the detailed design of refurbishment work relative to access and other facilities for the disabled. There should be no uncertainty or apprehension in the minds of personnel required to undertake courses at the College about child care	127
5.	The extent of the proposed upgrading of services reflects the requirement to repair and maintain deficiencies in existing systems and to modernise them where necessary.	101	14.	arrangements which will apply when the refurbished College opens. In the past assistance with child care has been on an individual basis and this, and uncertainties about the availability of short term places at child care	136
6.	There may be risks, associated with the outcome of the law enforcement review, in proceeding with the proposal immediately.	. 105		the availability of short term places at child care centres near the College, may have been a deterrent to some personnel from attending courses at the College.	

The AFP should continue to monitor carefully the 15. requirements of personnel attending courses at the College from interstate for child care facilities and provide assistance in obtaining places at local 138 centres. The AFP should formalise arrangements with child 16. care centres aimed at providing certainty about the availability of places not only in the holiday season 139 but throughout the year. The Committee recommends the refurbishment of 17. the Australian Federal Police College, Barton, ACT at a cost of \$10.5m at August 1993 prices subject to

impacts associated with the law enforcement review having no significant bearing on the scope of the

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Colin Hollis Chairman

proposal.

24 March 1994

APPENDIX A

WITNESSES

- BLAYLOCK, Commander Morris, Officer-in-charge, Training Division, Australian Federal Police, 9 Brisbane Avenue, ACT.
- BOYLE, Mr Christopher Felix, Project Manager, Manteena Pty Ltd, 4 Geelong Street, Fyshwick, ACT.
- HOITINK, Mr Arnold Patrick, Assistant Secretary, Resources and Services Division, Australian Federal Police, 68 Northbourne Avenue, Braddon, ACT.
- SMITH, Mr Reginald James, Director, Allen Jack and Cottier Architects Pty Ltd, 16/71 Constitution Avenue, Campbell, ACT.
- LAW, Mr Patrick David, National Secretary, Australian Federal Police Association, 40 Thesiger Court, Deakin, ACT.
- WHIDDETT, Mr Adrien Melville, Deputy Commissioner, Administration, Australian Federal Police, 68 Northbourne Avenue, Canberra, ACT.

APPENDIX B

PROJECT PERSPECTIVES, ELEVATIONS, PLANS AND SECTIONS

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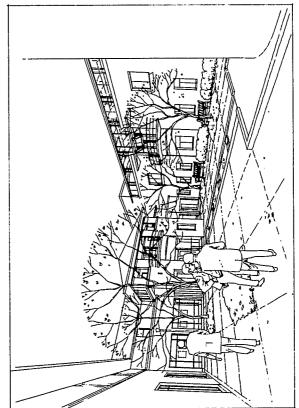




MAIN ENTRANCE

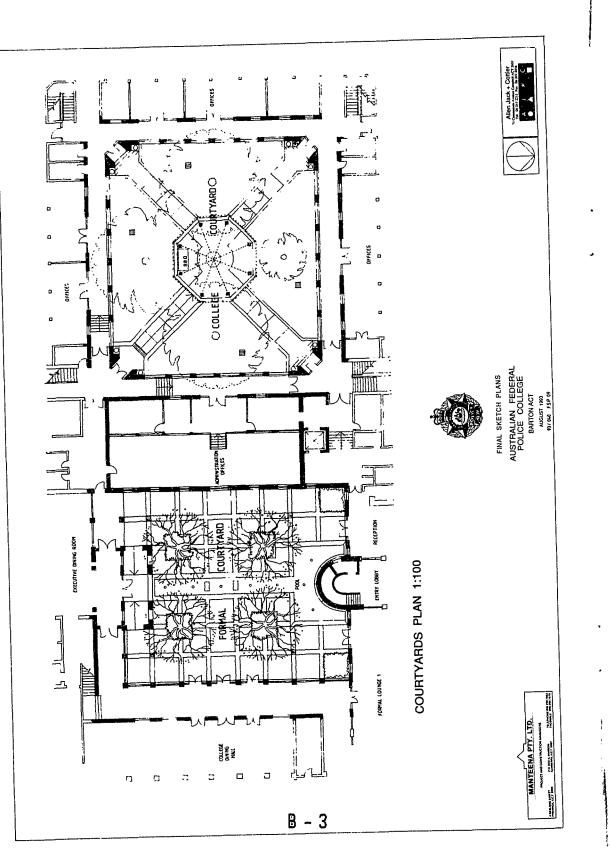


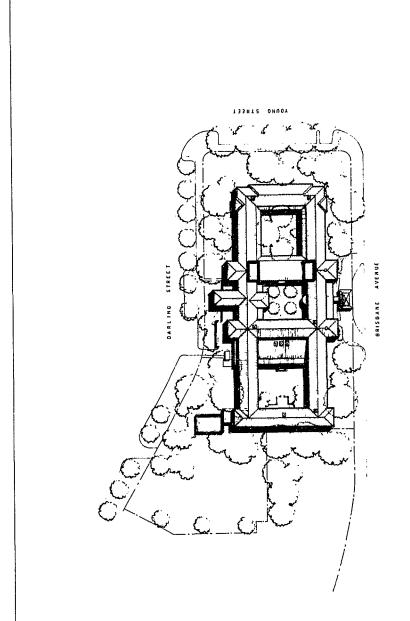




FORMAL COURTYARD

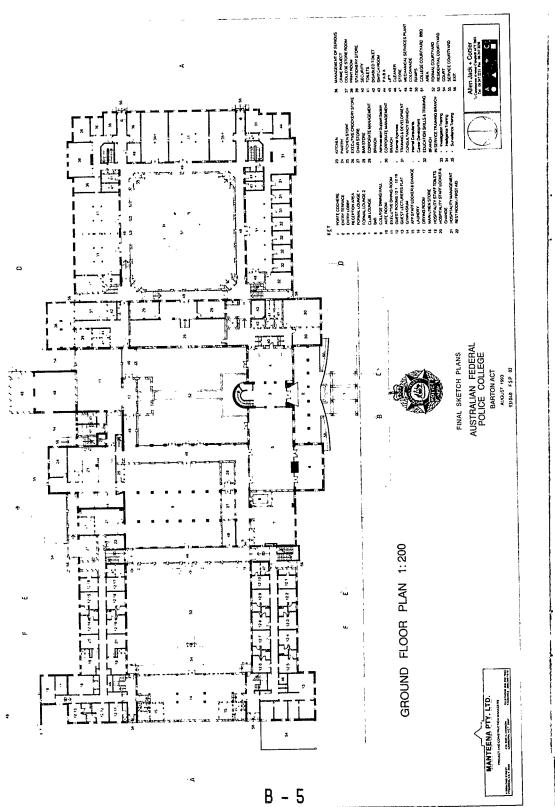


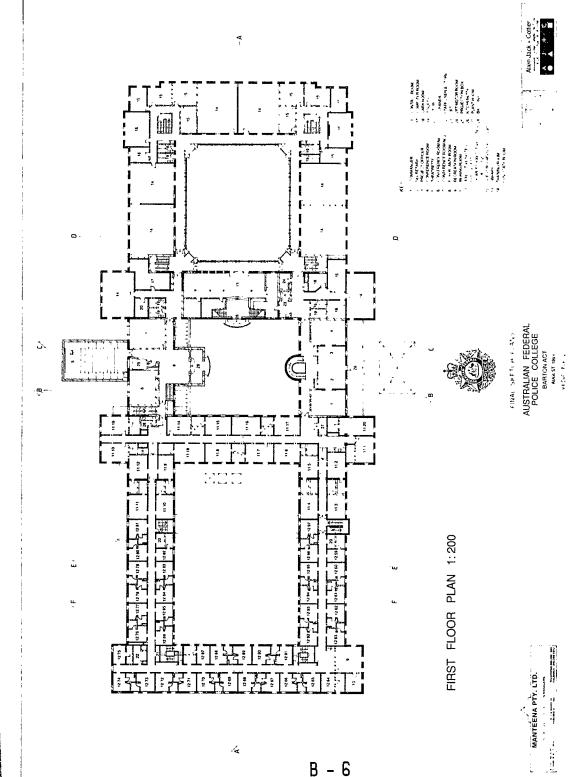


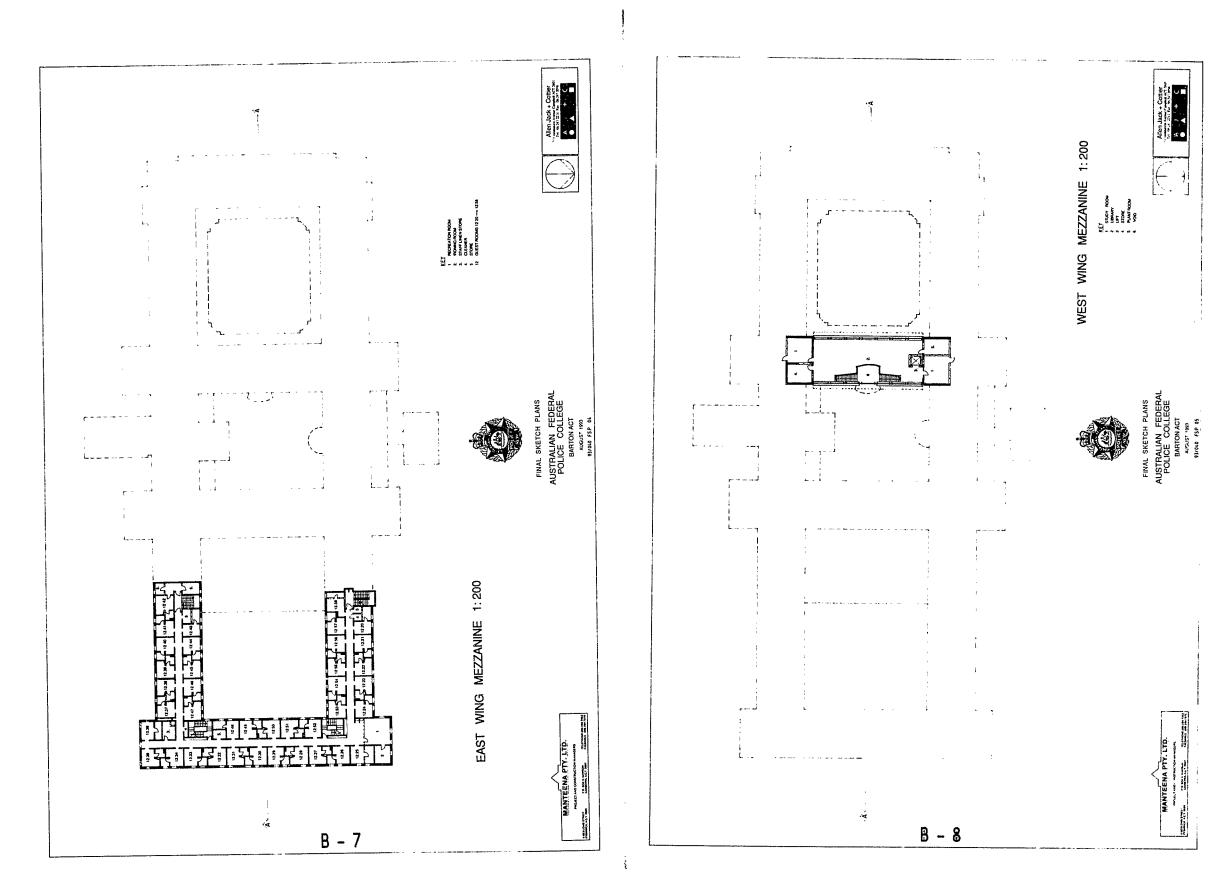


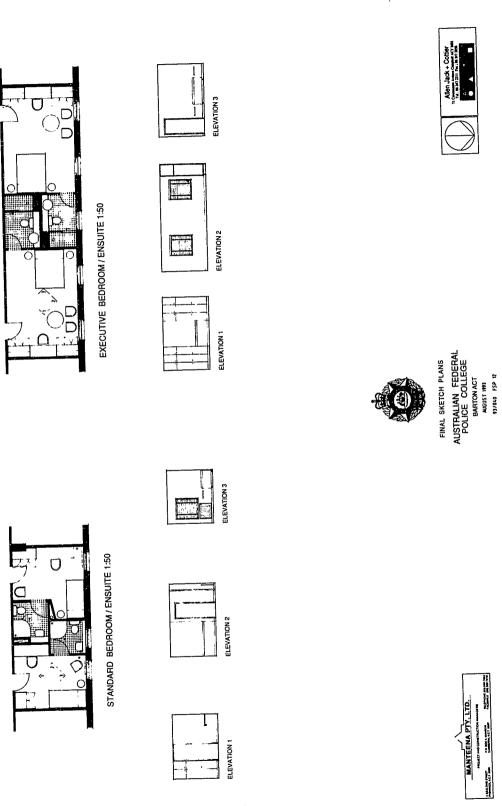
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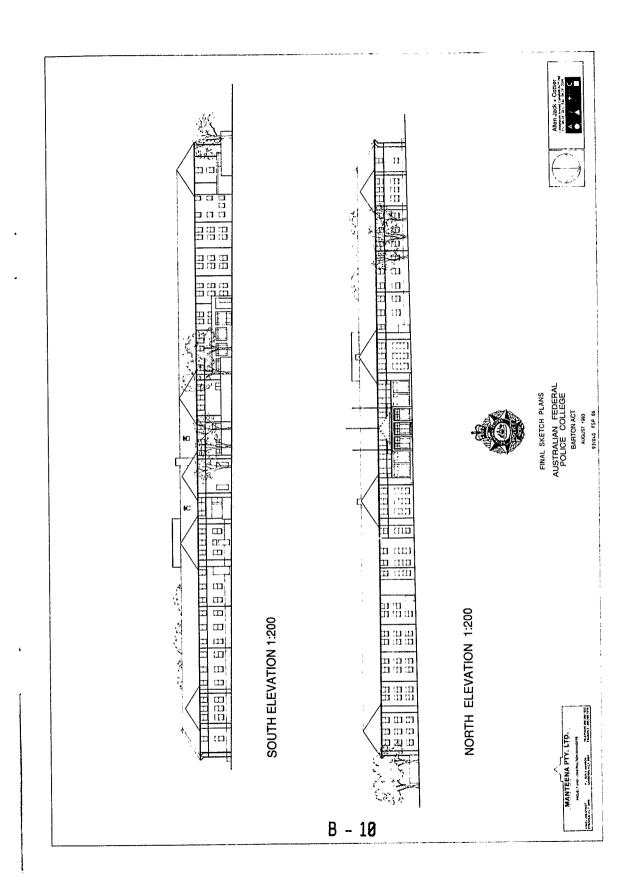
SITE PLAN/ROOF PLAN 1:500

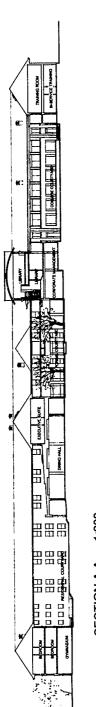




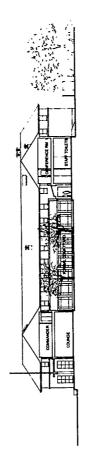




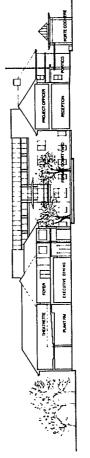




SECTION A-A 1:200



SECTION B-B 1:200



SECTION C-C 1:200



FINAL SKETCH PLANS
AUSTRALIAN FEDERAL
POLICE COLLEGE
BARTON AGT
AGIST '490
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