



*Parliamentary Standing Committee on Public Works*

## REPORT

relating to the proposed

# REDEVELOPMENT OF HOUSING FOR SERVICE FAMILIES AT HMAS *CERBERUS*

(Sixth Report of 1995)

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

Report relating

to the proposed

**Redevelopment of housing for service  
families at HMAS *Cerberus*.**

(Sixth Report of 1995)

## CONTENTS

|  | Page      |
|--|-----------|
| Members of the 31st Parliamentary Standing<br>Committee on Public Works  | vi        |
| Extract from the Votes and Proceedings of the<br>House of Representatives<br>No. 102 dated Thursday, 20 October 1994 | vii       |
|  | Paragraph |
| THE REFERENCE  | 1         |
| THE COMMITTEE'S INVESTIGATION  | 6         |
| BACKGROUND   | 12        |
| <i>HMAS Cerberus</i>   | 12        |
| Housing for personnel  | 14        |
| On-board housing   | 15        |
| Housing inventory  | 16        |
| THE NEED   | 17        |
| Why on-board housing   | 17        |
| Committee's Conclusions  | 26        |
| THE PROPOSAL   | 28        |
| Siting   | 29        |
| Constraints  | 30        |
| Topography, vegetation and soils   | 31        |
| Outline development plan   | 36        |
| Extent of development - Darley Road east   | 37        |
| Extent of development - The Patch  | 39        |
| Capacity for expansion   | 40        |
| Standard and design of housing   | 41        |
| Landscaping  | 48        |
| Committee's Conclusion   | 51        |
| Committee's Recommendation   | 52        |

|   |            |
|---|------------|
| INFRASTRUCTURE                                    | 53         |
| Electricity and gas                               | 54         |
| Telephone   | 56         |
| Water supply, sewerage and<br>stormwater drainage | 57         |
| Committee's Recommendations                       | 66         |
| REGIONAL PLANNING                                 | 68         |
| Implications of excision                          | 68         |
| Committee consideration                           | 72         |
| ENVIRONMENTAL                                     | 73         |
| ENERGY CONSERVATION                               | 75         |
| COST  | 76         |
| CONSTRUCTION PROGRAM                              | 81         |
| Committee's Recommendation                        | 83         |
| CONCLUSIONS AND RECOMMENDATIONS                   | 84         |
| APPENDIXES  |            |
| Appendix A - List of Witnesses                    | A-1        |
| Appendix B - Plans                                | B-1 to B-5 |

**MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE  
ON PUBLIC WORKS**

(Thirty-First Committee)

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

**Senate**

Senator Bryant Robert Burns  
Senator Shayne Michael Murphy\*

**House of Representatives**

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

\*Replaced Senator John Devereux on 10 February 1995

Committee Secretary: Peter Roberts  
Inquiry Secretary: Michael Fetter  
Secretarial Support: Mahesh Wijeratne

**EXTRACT FROM THE  
VOTES AND PROCEEDINGS OF  
THE HOUSE OF REPRESENTATIVES**

**No. 102 dated Thursday, 20 October 1994**

**2 PUBLIC WORKS – PARLIAMENTARY STANDING COMMITTEE –  
REFERENCE OF WORK – REDEVELOPMENT OF HOUSING FOR  
SERVICE FAMILIES AT HMAS *CERBERUS***

Mr Walker (Minister for Administrative Services), pursuant to notice, moved – That, in accordance with the provisions of the *Public Works Committee Act 1969*, the following proposed work be referred to the Parliamentary Standing Committee on Public Works for consideration and report: Redevelopment of housing for service families at HMAS *Cerberus*.

Question – put and passed.

## **PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS**

### **REDEVELOPMENT OF HOUSING FOR SERVICE FAMILIES AT HMAS *CERBERUS***

On 20 October 1994 the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration and report to Parliament the proposed redevelopment of housing for service families at HMAS *Cerberus*.

#### **THE REFERENCE**

1. HMAS *Cerberus* is the significant and expanding Royal Australian Navy training establishment with a complement of 132 officers, 310 senior sailors and 460 junior sailors. The number of officers and sailors under training at any one time averages 1150, giving a total population of about 2000 serving members.
2. The Defence Housing Authority is responsible for the provision of housing for married Defence personnel at HMAS *Cerberus*. There are currently 554 families located both on board HMAS *Cerberus* and ashore in the surrounding area.
3. The proposal referred to the Committee is aimed to partially redress the imbalance in housing available on board compared with ashore by increasing on board housing from 109 to 152 in accordance with the DHA mission to provide Defence personnel and their families with good housing consistent with community standards.
4. The scope of the works referred to the Committee involved the provision of an additional 55 houses on new and revised lots, the provision of 45 houses as replacements for existing substandard houses, substantial upgrading or replacement of 10 existing older brick houses and the retention of 27 existing houses which require less substantial works.
5. When referred to the Committee the estimated cost of the proposed redevelopment was \$14.2m.

## THE COMMITTEE'S INVESTIGATION

6. The Committee received a submission and drawings from the Defence Housing Authority (DHA) and took evidence from DHA representatives at a public hearing held at HMAS *Cerberus* on 25 January 1995.

7. The Committee also received written submissions and took evidence from the following:

- Tenants Consultative Group
- Mr Fred Bauer.

8. Written submissions were also received from the following organisations:

- Mornington Peninsula Shire Council
- Australian Heritage Commission
- Commonwealth Department of Primary Industries and Energy
- Commonwealth Environment Protection Agency
- Australian Nature Conservation Agency
- Melbourne Water
- Commonwealth Fire Board
- Construction Industry Development Agency.

9. On 24 January the Committee undertook an extensive inspection of houses at HMAS *Cerberus* and in the surrounding district. The Committee also inspected a representative sample of the houses to be demolished, upgraded or removed from the base and held informal discussions with spouses of naval personnel living on-board.

10. The opportunity was taken to inspect facilities, now being used, which had been reported on by the Committee in recent years. These facilities included the Seamanship School and the Damage Control School. The



positive comments from instructional staff about the functionality of these facilities was gratifying to the Committee.

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

## BACKGROUND

### HMAS *Cerberus*

12. HMAS *Cerberus* is a major RAN training establishment situated on Hanns Inlet, Western Port Bay, 75km south of Melbourne. The establishment has a complement of 132 officers, 310 senior sailors and 460 junior sailors. The number of officers and sailors under training at any one time averages 1150, giving a total population of 2000 serving members.

13. In recent years the Committee has examined and reported on a number of proposed works at HMAS *Cerberus*.

- Construction of a new wharf and seamanship school - estimated cost \$14.0m at October 1986 prices (*Committee's Eleventh Report of 1986 - Parliamentary Paper 309/1986*)
- Construction of new communications and recruit schools - estimated cost \$15.95m at April 1988 prices (*Committee's Second Report of 1989 - Parliamentary Paper 152/1989*)
- Upgrade of Navy living-in accommodation - estimated cost \$15.7m at September 1988 prices (*Committee's Eighth Report of 1989 - Parliamentary Paper 157/1989*)
- Technical training and other facilities - estimated cost \$45.4m at April 1993 prices (*Committee's First Report of 1994 - Parliamentary Paper 52/1994*).

### Housing for personnel

14. In November 1994 there were 562 families associated with HMAS *Cerberus*, housed on-board and in the surrounding area. The housing for these families was located as follows:

|   |     |
|---|-----|
| □ on-board (in the family housing area)         | 117 |
| □ DHA-owned or leased in the surrounding region | 368 |
| □ temporary rental allowance (TRA) ashore       | 17  |
| □ privately-owned houses ashore                 | 60  |

### **On-board housing**

15. Family housing on-board is located east of the main training facilities and is centred on the internal Cook Road immediately south of the township of Crib Point. The housing area, comprising 117 houses, is divided into four sub areas:

|   |    |
|---|----|
| □ Grant Way/Flinders Court/Hobsons Road<br>(senior NCO and junior officers)         | 22 |
| □ Darley Road west (senior officers)  | 5  |
| □ Darley Road east (senior officers)  | 17 |
| □ the Patch - Cook/Pope/Feakes Rds<br>and Rogers Court area (junior and senior NCO) | 73 |

### **Housing Inventory**

16. The inventory of on-board housing is:

|  |    |
|--|----|
| □ D Type (senior officer accommodation)<br><i>Cerberus House</i> | 1  |
| □ C Type (senior officer accommodation)                          | 5  |
| □ B2 Type (junior officer accommodation)                         | 2  |
| □ B1 Type<br>(junior officer and senior NCO accommodation)       | 19 |
| □ A Type (substandard)   | 75 |

- Type B2 (junior officer and senior sailor accommodation)

## **THE NEED**

### **Why on-board housing**

17. A number of factors have contributed to the need for on-board housing at HMAS *Cerberus* to be increased and improved. In 1988, when DHA assumed responsibility for providing housing for Defence personnel, 53% of the housing stock serving HMAS *Cerberus* personnel and their dependents was located on-board or in the nearby township of Hastings. The balance was located in more distant centres such as Frankston and Mornington. In January 1995, the percentage of on-board housing had declined to 27% and the majority of the balance was dispersed in Somerville, Mt Eliza, Mt Martha, Langwarrin as well as Frankston and Mornington.

18. Two major unsatisfactory consequences have resulted from this significant imbalance between on-board and community-based housing. First, the cost penalties associated with the payment of Isolated Establishment Allowances (IEA) to personnel housed some distance from HMAS *Cerberus* which are not connected with adequate public transport. The centres involved include Mornington and Somerville. Defence advised the Committee that the annual IEA bill is \$1.2m.

19. The second consequence relates to efficiencies. Defence advised that all housing beyond Hastings and Somerville is located more than 30 minutes away from the base. HMAS *Cerberus* is a training establishment but the training is not regimented to strict hours. Instructors are often required to carry out their tasks outside normal working hours and there would be considerable advantages to Defence and the personnel involved if the staff required to work outside normal working hours lived closer to their employment.

20. The Committee questioned DHA about supporting a proposal to rectify deficiencies in on-board housing given that the majority of recent DHA proposals involved off-base housing projects undertaken in joint ventures with developers. Following its establishment in 1988 the DHA was obliged to dispose of former Commonwealth-State Housing Agreement (CSHA) houses and use the proceeds to fund its on-going housing

improvement program throughout Australia. Significant improvements and additions have been made to the housing inventory over the past seven years but 'pockets' of substandard housing remain, predominantly on Defence establishments such as HMAS *Cerberus*. The improved DHA housing in the wider community and the substandard on-board housing has led to inequities between on-board and community-based housing which for morale reasons alone cannot be left unrectified.

21. To protect DHA interests and investments, any new on-board housing development would be undertaken on the basis that the housing estate would be excised from the wider Defence property.

22. Representatives of the Tenants Consultative Group (TCG) indicated a desire of many tenants to live on-board for reasons of security, community, and convenience. Until recently, there was a waiting list for on-board accommodation with between 5-15 families on it.

23. The Committee is mindful of the substantial investments in training facilities made at HMAS *Cerberus* in recent years and sought to establish if the base will continue to function at current levels of effort in the longer term.

24. Defence indicated that the role of the base is to provide recruit and technical training. The RAN has embarked on a program of increased recruitment due to a decline in retention rates. Ideally the RAN would like to retain personnel for 20 years. However, a number of factors militate against this - the main one being that personnel are provided with civil accreditation of their qualifications as well as excellent general training, ideally suited for employment in the general workforce. Defence believes that to retain personnel it is necessary to provide them with encouragement and rewarding careers. The Committee believes that the provision of housing at a standard consistent with community expectations may provide one incentive for all Defence personnel to consider remaining in the Defence Force. Another factor militating against retaining highly trained and qualified personnel is a tendency for younger people not to be set on a single career. In short, improved housing may provide an incentive for personnel to remain in the Navy, but social forces may require other strategies to be used. The need for HMAS *Cerberus* to remain as the major training establishment will not diminish, however.

25. In summary, there is an imbalance between on-board and community-based housing provided for personnel and their families associated with HMAS *Cerberus*. The standard of on-board housing at HMAS *Cerberus* falls far short of community expectations. Unless the imbalance between on-board and community-based housing is rectified, significant cost penalties associated with the payment by Defence of IEA will continue. There would be operational advantages to Defence if personnel working at HMAS *Cerberus* lived closer to their employment. For reasons of security, community and convenience Defence personnel prefer to live on-board and there will be a continuing demand for the provision of on-board housing. HMAS *Cerberus* will continue to function as one of the Navy's major training establishments.

### **Committee's Conclusions**

26. There is a need to replace or modernise existing on-board housing at HMAS *Cerberus* to match contemporary standards and expectations.

27. Any redevelopment of housing areas at HMAS *Cerberus* should maximise the use of land available for housing to redress the imbalance between on-board and community-based housing which at present has imposed significant cost penalties on Defence.

### **THE PROPOSAL**

28. The proposal involves the redevelopment of housing at HMAS *Cerberus* which will redress the imbalance in on-board housing and the provision of modern housing. The proposal will increase the inventory of on-board housing from 117 to 152 and will involve the replacement of substantial numbers of existing substandard housing. The Committee was advised that after the completion of the project there will still remain about 400 families associated with HMAS *Cerberus* living in the surrounding area.

### **Siting**

29. The proposed redevelopment will be within or on the edges of existing family housing sub-areas and will maintain separation between the living areas of officers and sailors. The Committee was advised that the need for this separation was commented upon and supported by Naval personnel at two consultative meetings. The existing housing development area includes

the golf course, three tennis courts, a child minding centre, kindergarten and community facilities.

### **Constraints**

30. The existing housing sub-areas are constrained by a number of features, including:

- the coastal environment which requires that development not encroach on sensitive areas
- the need to retain areas of vegetation for landscaping
- the location and size of the golf course
- development to the north-east is precluded by the railway line due to noise levels
- development on new sites is precluded by the existence of small groups of more substantial houses suitable for refurbishment in some areas
- the desire for some separation between housing for sailors and officers
- the need to minimise land development costs.

### **Topography, vegetation and soils**

31. The housing area slopes in a south-west direction in the Hobsons Road/Darley Road area and north-east and north-west from the higher southern part of the Patch. The central housing area is lower lying than the northern and southern ends.

32. Native trees extend to the west of the site and along the south-west boundary. Trees of landscape significance are scattered throughout the site and will be retained to the extent possible.

33. Soils are sands and clays. Near Crib Point railway station the soil is a mix of silt, sand and clay with poor drainage. In the Darley Road region, the soil is a mix of silt and clay with overlying clay and gravel fill. House

foundations in this area will require proportioned raft slabs and/or strip footings and stumps. Soils to the east of Darley Road are a mix of sand, silt and clay with a number of open drainage channels crossing the area.

34. Soils in the Patch are also variable. To the west of Cook Road the soils comprise a mix of silt and clay and foundations will need to be slabs and footings; to the south of the Patch soils are a mixture of sand, silt and clay.

35. In the Flinders Court area soils are silt fill, sands, and clays. In the new development of the eight townhouses in Grants Way foundations were adjusted to suit soil types.

### **Outline development plan**

36. A number of concept options for the proposed development were prepared and considered and presented to RAN personnel and residents. The concepts varied considerably in scope, ranging from building upon existing infrastructure to substantially redesigning and relocating the entire area. Land development costs also varied considerably and ranged from \$2.4m to \$800 000. The option selected for further refinement into the Outline Development Plan (ODP), was based on a combination of preferred elements of several options and cost effective total costs.

### **Extent of redevelopment - Darley Road east**

37. The extent of the proposed development is as follows:

- removal of 11 substandard houses
- demolition of one substandard house
- construction of 17 new houses
- upgrading of three existing brick houses and the provision of a new road, services and landscaping

38. The Committee questioned DHA about the design of the new houses and the upgrading of the three existing brick houses. DHA indicated that the design of the new houses will be undertaken by architects to ensure that

they complement the remaining houses in this area which date from the 1920s and 1930s.

### **Extent of redevelopment - The Patch**

39. The extent of the proposed development is as follows:

- removal of 52 and demolition of 2 substandard houses;
- upgrading of seven existing brick houses (or alternatively their replacement if upgrading proves not to be viable);
- construction of 83 new houses;
- construction of associated new roads and services;
- landscaping and local park enhancement to 'soften' and 'green' the Patch appearance;
- creation of a revised central local park surrounded by houses;
- creation of a range of lot sizes to offer greater diversity of choice;
- retention wherever possible, of existing infrastructure to minimise redevelopment costs;
- retention of the golf course in the short term but with a subdivision design which would facilitate further housing development in the future with minimal disruption to the golf course.
- creation of several new local roads to improve accessibility.

### **Capacity for expansion**

40. The ODP provides for some extension to the west, south and east of the Patch and south of Darley Road east. The extensions require some realignment of several fairways on the golf course.



## **Standard and design of housing**

41. The replacement houses at the Patch will be designed to the B1 standard (Petty Officers). DHA advised that Defence has accepted that all future replacements of A types houses will be B1 which contain an en suite.

42. The DHA has maintained an active consultation program with the Tenants Consultative Group (TCG) which meets monthly to discuss housing matters with DHA and Defence officials. Matters discussed and considered in this forum have covered the lack of drainage outlets in wet areas, the types of carpets to be provided and colour schemes. The TCG has also been consulted by DHA and Defence on the proposed redevelopment.

43. During the Committee's inspection, and at the public hearing, a number of matters relating to the finish and design of houses emerged. These ranged from the provision of ceiling fans, the standard of finish, windows and garages.

44. The practicalities of providing ceiling fans in future houses was raised by the TCG with DHA. The TCG considered the provision of ceiling fans as desirable but not essential. The type of windows to be provided had also been discussed with DHA. The TCG indicated a preference for double hung windows. DHA undertook to discuss the provision of ceiling fans and double hung windows further with the TCG.

45. Following a suggestion that the windows in the townhouses, which the Committee inspected, will provide insufficient ventilation in summer, the DHA undertook to re-examine their suitability. DHA also undertook to arrange for the TGC to inspect the townhouses, and to examine the provision of cupboards under vanity units in bathrooms and the standard of finish under the stairs.

46. The Committee raised with the DHA the apparently narrow passageways in the new townhouses and suggested that the narrow dimensions and the difficult corners would make it difficult to move large items of furniture into various rooms. DHA assured the Committee that the dimensions of the passageways comply with Victorian requirements. Nevertheless, the Committee believes the practicalities of the ease of moving essential furniture into the various rooms should be investigated before decisions about the dimensions of passageways are made.

47. The TCG also indicated a preference for paling fences to be provided on the grounds that a degree of privacy from neighbours is required. The Committee understands that paling fences will be provided.

### **Landscaping**

48. The landscape master plan proposes a general upgrading of the landscape throughout the area. The Committee believes quality of the existing elements of the streetscape is poor, particularly at the Patch. DHA believe there is a need to improve the existing landscape by additional street tree planting to complement the existing trees. The selection of species for use as street trees is based on an analysis of the existing landscape structure and the opportunities this presents for future development of the landscape. In areas near *Cerberus* House, existing exotic trees and architectural features are important elements to be enhanced in further design development. In the other precincts, a native landscape theme was identified as being a more appropriate design solution because of the existing predominantly native vegetation and the desire to promote the local Australian landscape and its evergreen nature. Residential lots will be turfed in the front and rear, with shrub and tree planting designed to complement the broader landscape theme.

49. Existing recreation areas are in a poor condition and insufficient to meet the needs of the residents. Upgrading of all recreation areas is proposed as part of the redevelopment.

50. In summary, the Outline Development Plan recognises existing physical constraints and makes good use of available land and provides capacity for expansion in future. The sub-areas have varying soil types and the foundations proposed cater for these variations. The number of houses to be provided can be justified because it will reduce the imbalance between on-board and community based housing. The extent of housing redevelopment will increase on-board housing to 46% of the stock available to families on the Mornington Peninsula. The standard and design of housing to be provided for the Patch will be based on contemporary project homes, adapted where necessary to comply with Defence requirements. The design of houses in the Darley Road east sub-area will be undertaken by architects. The DHA will consult further with the TCG about the type of windows to be provided, the standard of finish and fittings in various areas. The major redevelopment of the Patch will provide DHA with the

opportunity to considerably enhance the landscaping of the area which will be of benefit to the residents.

### **Committee's Conclusion**

**51. The planning of the proposed redevelopment appears to be soundly based; the extent can be justified on the grounds of reduced cost penalties associated with the payment by Defence of Isolated Establishment Allowances, will enhance personnel efficiencies, and makes good use of available land.**

### **Committee's Recommendation**

**52. The Defence Housing Authority should continue consultations with the Tenants Consultative Group concerning the provision of features and fittings, especially double hung windows, which will enhance the habitability of the houses.**

## **INFRASTRUCTURE**

53. The proposed residential development will generally utilise the existing road network in the family housing area. It will require the construction of some additional roads and road extensions in the Patch and Darley Road east areas.

### **Electricity and gas**

54. The existing electricity supply network supporting the family housing area is near capacity but may be capable of providing the additional electrical services required for the new lots that are to be developed. The potential for further housing development in the future and the need now for some works (including the relocation of the poorly sited pole-mounted sub-station), suggest the more economical long-term solution is to make some existing supply adjustments as part of the proposed project. Extensions to the existing services, particularly in the Patch, will be required to provide electricity supply to the new housing areas. All new lots will be serviced by underground electricity. Although very desirable, it is not considered economically feasible to replace above-ground services to existing lots with an underground supply.

55. Discussions with the Gas and Fuel Corporation of Victoria have indicated that an adequate reticulated natural gas service can be supplied to HMAS *Cerberus* to support the new lots.

### **Telephone**

56. Telecom has advised that there has been a recent upgrading of all Telecom cables in the area of the proposed redevelopment and that existing services will be capable of supporting the new lots.

### **Water supply, sewerage and stormwater drainage**

57. Water mains serving the family housing area were largely replaced six years ago and should be in a condition suitable to support the proposed replacement housing areas. Further investigations will be necessary to confirm that this is correct. Extensions to the existing services will be required to provide a water supply to the new housing areas.

58. In evidence, the DHA advised the Committee that the sewerage system in the family housing area has been investigated recently as part of studies associated with the current broader HMAS *Cerberus* redevelopment. Whilst remedial works are required for various sections of the system, according to preliminary advice received as a result of those broader studies, it is functioning reasonably well overall. The capacity of the system is adequate for the additional lots and houses to be developed in the family housing area and thus there is not expected to be a requirement for any substantial upgrading of the existing system. Extensions to the existing services, particularly in the Patch, will be required to provide sewerage to the new housing areas.

59. The proposed redevelopment will be serviced by the existing drainage infrastructure, with some extensions (in the Patch west of Cook Road and in Darley Road east) to serve new lots. An existing problem, which will need to be resolved as part of the drainage works, involves some poor drainage associated with the Crib Point Township outfall into the Darley Road east area. This problem will be fully investigated and solved as part of the project.

60. At the public hearing the Committee questioned Defence and DHA about the adequacy of the drainage and sewerage systems at HMAS

*Cerberus*. The Committee's First Report of 1994 discussed the sewerage and stormwater systems in the following terms:

77. The existing water reticulation system has sufficient capacity to provide water for both the additional domestic and firefighting requirements. Some mains relocation work will be required to suit the proposed building locations.

78. Works will be required to both the sewerage reticulation network and the on-base treatment plant to cater for the proposed development. The discharge of any effluent into Hanns Inlet will meet the Victorian Environment Protection Authority requirements.

79. The existing stormwater system has sufficient capacity to cater for the proposed development. Local upgrading of the system will be required at a number of the facilities.<sup>1</sup>

61. Defence advised the Committee that the sewerage system serving the base and the housing development will now be connected to the Melbourne Water treatment plant at Hastings which has excess capacity for 10 000 people. Defence believe the amount of runoff from the base is small when compared with the runoff from the Cribb Point area which converges into three drains before flowing into Hanns Inlet. Defence acknowledged that there are no settling ponds for the storage of base-generated runoff water. Sampling of drainage water is being undertaken but the results are not yet available.

62. Melbourne Water advised the Committee that ownership and subsequent management and maintenance of reticulated water and sewerage is possible subject to a number of conditions relating to standards, evaluation of the existing system and charges being met. Melbourne Water will consider taking over sewerage assets once they have been upgraded to acceptable standards and connected to the Crib Point sewerage system.

63. The Committee pursued the question of the use of grey water to irrigate the numerous playing fields at HMAS *Cerberus*. Defence advised

---

<sup>1</sup>Committee's First report of 1994 - HMAS *Cerberus* technical training and other facilities, Western Port, Vic. p. 15.

this possibility will not be viable as a result of the connection of the sewerage system to the Hastings treatment works.

64. In summary, investigations have been undertaken by Defence and DHA into the adequacy of water reticulation and sewerage systems serving the base and the proposed housing development. The Committee understands that the quality of the effluent from the base is being monitored to ascertain its acceptability by Melbourne Water. The Committee believes that if it is intended to proceed with the excision of the housing area from the base proper, the housing area's sewerage system should be connected with the Hastings system independently of the base.

65. On the question of the local stormwater drainage system it is clear to the Committee that three organisations have a responsibility for ensuring that any stormwater discharge into Hanns Inlet comply with relevant Victorian regulations relating to discharged water quality. Defence advised that the majority of the stormwater discharging into Hanns Inlet is fed by drains from Crib Point. Additional drainage water originates from the Defence property and some originates and will continue to originate from the housing development. There are no settling ponds.

#### **Committee's Recommendations**

66. If it is intended to proceed with the excision of the housing area from the base proper, the sewerage system serving the housing area should be connected with the Hastings system independently of the base.

67. Defence and DHA in conjunction with the relevant local government authority should undertake a joint study of the quality of stormwater discharging into Hanns Inlet and provide the measures to ensure its compliance with relevant state requirements.

#### **REGIONAL PLANNING**

##### **Implications of excision**

68. DHA advised the Committee that HMAS *Cerberus* is included under the Hastings Planning Scheme as "Reserved Land - Public Purpose Commonwealth. The area of HMAS *Cerberus* is subject to a number of conservation controls. The land is, nevertheless, Commonwealth-owned and therefore outside the control of local planning authorities. DHA advised

that it will adopt the 'responsible corporate citizen approach' of regular liaison with local authorities. DHA further advised that the redevelopment of the housing area will generally be in accordance with local planning and development requirements. This stance is aimed to ensure consistency with surrounding area development standards and to facilitate future changes such as excision of residential land from HMAS *Cerberus*. Any excision would ultimately result in freehold titles. Infrastructure would become the responsibility of local government.

69. At the public hearing Mr F J Bauer, a private citizen, submitted that the proposed development should be subjected to rezoning processes and procedures required of commercial property developers. Under the Western Port regional planning policy the area encompassing HMAS *Cerberus* is land which should be preserved for industrial and port services. Mr Bauer submitted that the proposed housing redevelopment, the potential of titles being issued for the land, and future extension of the housing area will result in landuses inconsistent with the objectives of the Western Port regional planning policy which is that the resources of the area be protected to preserve their value for selected port and industrial development, of major economic benefit to Victoria.

70. The Committee suggested that the present proposal will not result in a change in land use, but rather improve housing required to support the base. Mr Bauer indicated excision of the land and future extension of housing may run counter to the longer term objectives of the regional planning policy. Drawings of possible future development submitted by the DHA show a further 82 houses could be provided. Mr Bauer suggested that the proposal lacked the approval of state government planning and environmental protection agencies. DHA acknowledged that state planning agencies had not been consulted about the proposal. Instead, the DHA had consulted the Mornington Peninsula Shire Council, the local government authority responsible for administering the regional planning policy.

71. The DHA also advised the Committee that the purpose of any excision would be to protect its investment in the event of reduced demand for housing as a result of a downsizing of HMAS *Cerberus*. The houses will be utilised for service families and will not be used for civilian purposes. DHA indicated that approval procedures will be followed if it becomes necessary to register the subdivision with the local council. The DHA advised that:

The planning for this area meets all Victorian requirements. So, if ever there is an eventuality that the base is closed and this land becomes available, then it meets the Victorian requirements with respect to the subdivision principles and policies.<sup>2</sup>

### **Committee Consideration**

72. The Committee believes that the possible excision of the housing development area from the base proper and the DHA assuming ownership, is contingent upon future significant declines in the number of personnel requiring on-board housing. The Committee believes this is extremely unlikely, given the importance of the base as a major Naval training establishment. The Committee notes that the proposed housing redevelopment will reduce the imbalance between on-board and community-based housing. According to the evidence provided to the Committee, 400 families will continue to live in the surrounding area after the completion of the redevelopment. There is capacity for further on-board housing to be provided at HMAS *Cerberus*. Should there be a diminution in the Defence presence at HMAS *Cerberus*, which the Committee reiterates is extremely unlikely, the value of the DHA investment in on-board housing will not be reduced as a consequence. The DHA will be able to divest itself of community-based housing.

### **ENVIRONMENTAL**

73. The Australian Heritage Commission advised the Committee that a 1993 Conservation Management Plan (CMP), prepared by Australian Construction Services, identified various heritage values across HMAS *Cerberus* and how these values should be managed. DHA assured the Committee that whilst the CMP is in draft form only, its recommendations for sites considered of significant heritage value have been taken into account and if any element is inconsistent with the CMP, the necessary adjustments will be made.

74. The Australian Nature Conservation Agency recommended that a brief survey of the redevelopment site be conducted by an appropriately qualified botanist to confirm if the redevelopment might directly affect a

---

<sup>2</sup>Transcript, p. 116



number of endangered or vulnerable plant species. DHA advised that a vegetation assessment was completed for the immediate redevelopment areas which concluded they were not associated with special or sensitive landscape or areas of vegetation.

## **ENERGY CONSERVATION**

75. In the past the Committee has devoted considerable attention to energy and water conservation measures to be included in DHA housing projects. The Committee has done this for a number of reasons, the major ones being the national objective to reduce green house gas emissions and to conserve water. The DHA will comply with State regulations, which came into force on 1 November 1994, requiring all new houses to have four star energy efficiency ratings. The DHA advised the Committee that the new houses will be at least four star and in most cases five star. This will be achieved by reorientation of new houses, insulation and the provision of gas fired wall furnaces for heating.

## **COST**

76. The estimated cost of the proposed work when referred to the Committee was \$14.2m. In the DHA submission to the Committee the estimated cost of the proposed work was stated as \$15 642 704 and the cost of landscape and recreation being \$1 445 000. The total estimated cost of \$17m was confirmed by DHA at the public hearing.

77. Construction costs for 17 new houses at Darley Road east were given as \$130 000 each and for the Patch as \$115 000 each. Other cost components include removal of old houses, demolition and upgrading of existing houses.

78. The Committee questioned the basis of the estimates for a number of components including:

- design, documentation, administration and fees - \$1 523 640 - or 12% of the cost of the project
- contingency - \$1 422 064 - or 10% of the cost of the project.

79. DHA advised the Committee that contingencies for most projects have not been used to the extent provided for in project budgets. They are

included in this case to cater for siteworks which may or may not occur. For example, the provision of underground power and road extensions. DHA believe the allowance for fees is an average amount reflecting past experience. It should be noted that whilst the new houses proposed for construction in the Patch will be standard project homes slightly modified to meet the requirements of scales and standards guidelines, designs for the Darley Road precinct will be undertaken by architects to ensure complementarity with existing 1920s and 1930s styles. This will impose additional costs.

80. The Committee also questioned DHA about house construction costs in the adjacent community and on-board. DHA advised that the average construction cost for 25 off-base houses was \$115 000 and the only construction on-board has been the architecturally designed townhouses which cost \$168 000. DHA believes there will not be any differences in costs between on-board and community-based housing. There is a difference between the cost of land; in Hastings the cost is \$28 000 for a developed site; on-board it would be limited to \$11 000 per site for services.

## **CONSTRUCTION PROGRAM**

81. All significant infrastructure works, the first 34 new houses and some of the landscaping, are planned to be completed by the end of the 1994-1995 financial year.

82. The remaining house construction and landscape works are proposed for completion in 1995-1996, at which time there will be 152 new or refurbished houses in the family housing area of HMAS *Cerberus*.

### **Committee's Recommendation**

83. The Committee recommends the construction of the redevelopment of housing for Service families at HMAS *Cerberus* at an estimated cost of \$17m.

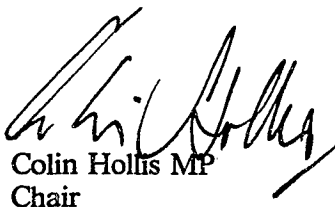
## CONCLUSIONS AND RECOMMENDATIONS

84. The conclusions and recommendations of the Committee and the paragraphs in the report to which they refer are set out below:

1. There is a need to replace or modernise existing on-board housing at HMAS *Cerberus* to match contemporary standards and expectations. 26
2. Any redevelopment of housing areas at HMAS *Cerberus* should maximise the use of land available for housing to redress the imbalance between on-board and community-based housing which at present has imposed significant cost penalties on Defence. 27
3. The planning of the proposed redevelopment appears to be soundly based; the extent can be justified on the grounds of reduced cost penalties associated with the payment by Defence of Isolated Establishment Allowances, will enhance personnel efficiencies, and makes good use of available land. 51
4. The Defence Housing Authority should continue consultations with the Tenants Consultative Group concerning the provision of features and fittings, especially double hung windows, which will enhance the habitability of the houses. 52
5. If it is intended to proceed with the excision of the housing area from the base proper, the sewerage system serving the housing area should be connected with the Hastings system independently of the base. 66
6. Defence and DHA in conjunction with the relevant local government authority should undertake a joint study of the quality of stormwater discharging into Hanns Inlet and provide the measures to ensure its compliance with relevant state requirements. 67

7. **The Committee recommends the construction of the redevelopment of housing for Service families at HMAS *Cerberus* at an estimated cost of \$17m.**

83



Colin Hollis MP  
Chair

30 March 1995

## APPENDIX A

### WITNESSES

**ANDERSON**, Mr Bruce Lloyd, Regional Manager, Defence Housing Authority, 454 Nepean Highway, Frankston, Vic.

**BAUER**, Mr Frederick James, Managing Director, Fred Bauer Project Management Pty Ltd, PO Box 454, Eltham, Vic.

**BUTLER**, Mrs Rachel Margaret, Secretary, Tenant Consultative Group, 16 Coimadai Court, Mornington, Vic.

**CARSON**, Captain Nigel McMurry, Commanding Officer, HMAS *Cerberus*, Westernport, Vic.

**DAVID**, Mr Edwin Joel Sherring, General Manager, Operations, Defence Housing Authority, 2 Brisbane Avenue, Barton, ACT.

**FELIX**, Mr Darryl George, Facility and Property Officer, HMAS *Cerberus*, Westernport, Vic.

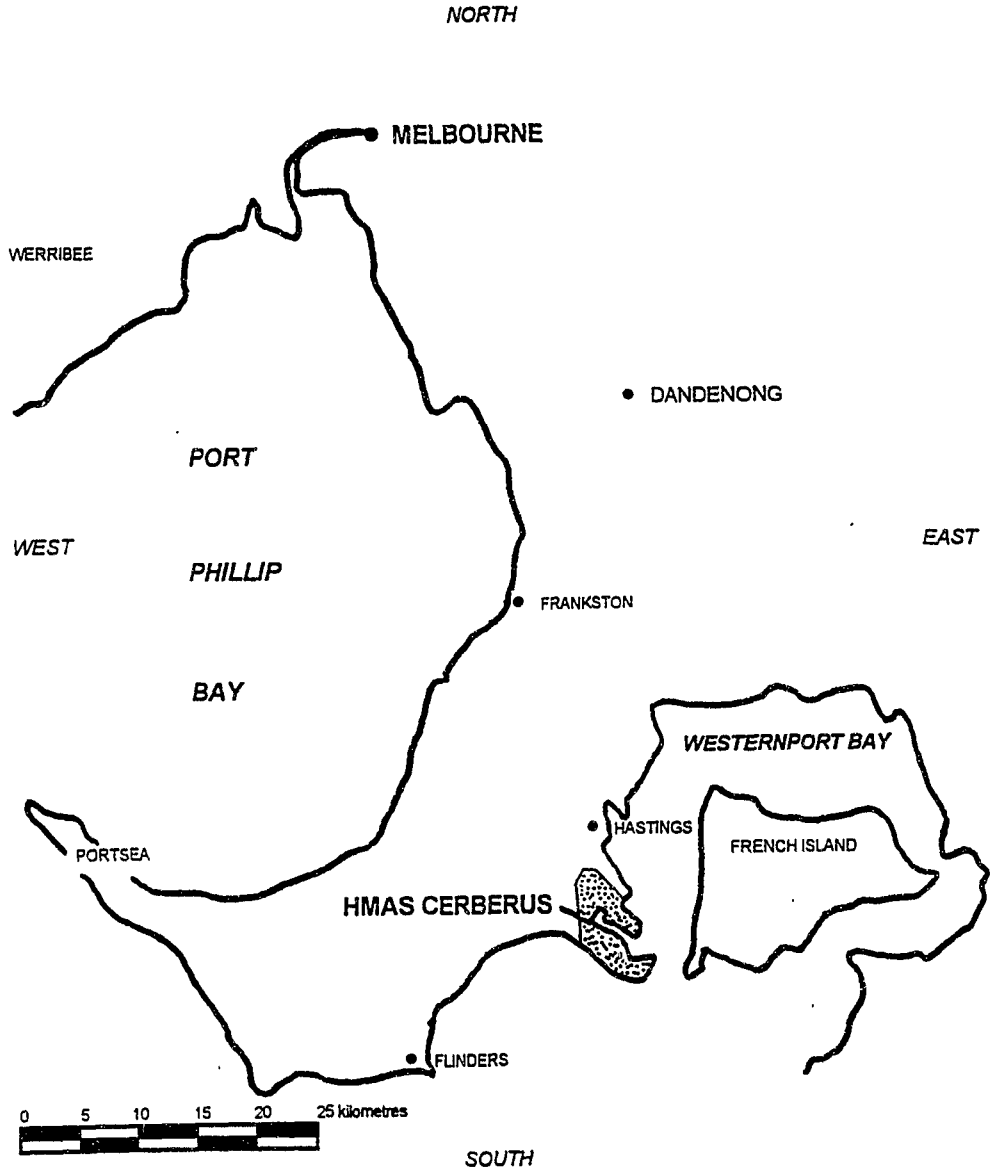
**FISHER**, Lieutenant Commander Colin, Personnel Services Officer, Victoria, Navy–Personal Services Organisation, Landmark Corporate Centre, 454 Nepean Highway, Frankston, Vic.

**RONEY**, Mr John David, Senior Planner, Collie Planning and Development Services Pty Ltd, 324 Victoria Street, Richmond, Vic.

**APPENDIX B**

**PLANS**

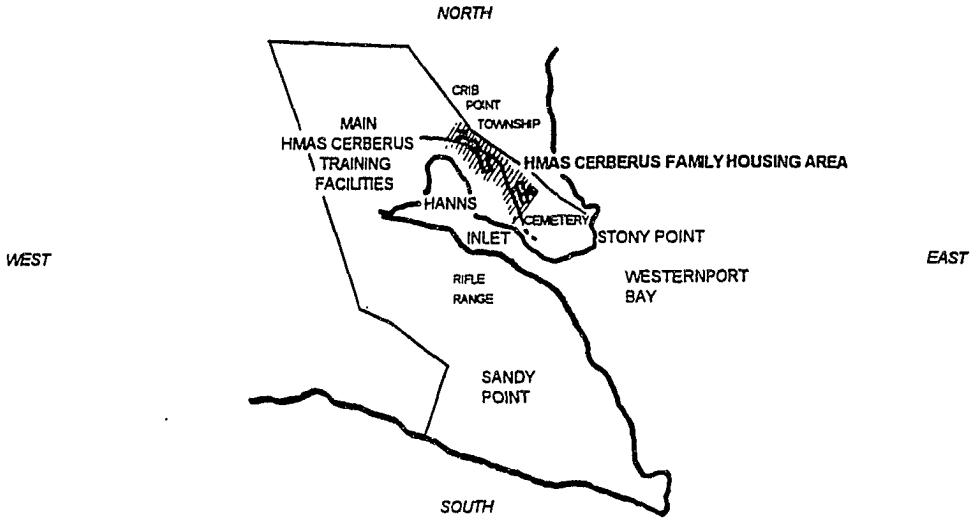
|                                   | <b>Page</b> |
|-----------------------------------|-------------|
| Location .....                    | B - 1       |
| HMAS <i>Cerberus</i> .....        | B - 2       |
| Family housing area .....         | B - 2       |
| Existing conditions .....         | B - 3       |
| Outline development plan .....    | B - 4       |
| Possible future development ..... | B - 5       |



# 1. LOCATION

Collie Planning and Development Services Pty Ltd

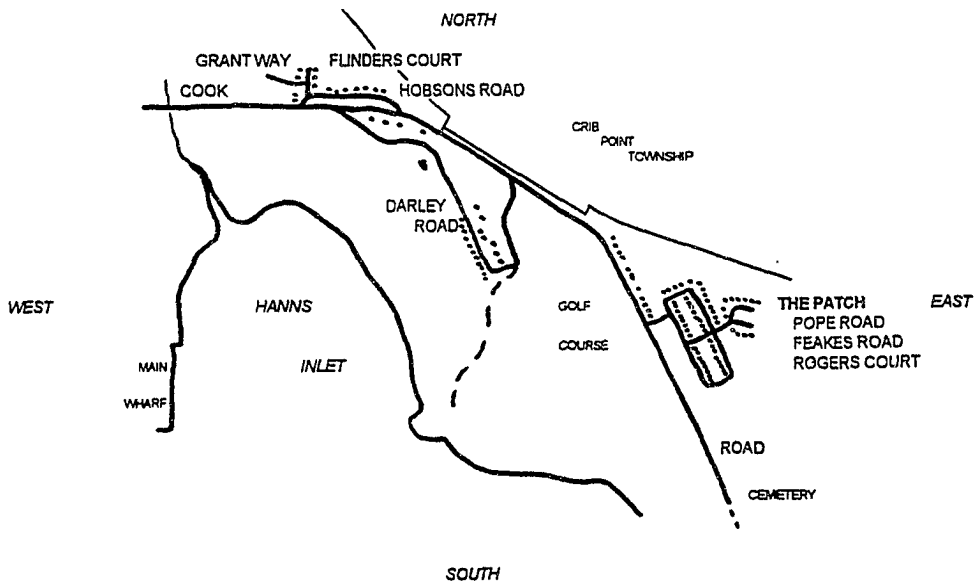
**DEFENCE HOUSING AUTHORITY  
HMAS CERBERUS FAMILY HOUSING REDEVELOPMENT**



**2. HMAS CERBERUS**

NOT TO SCALE

Collie Planning and Development Services Pty Ltd



**3. FAMILY HOUSING AREA**

NOT TO SCALE

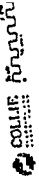
Collie Planning and Development Services Pty Ltd

RD111842C:MMWGDIPRONUMBODHARRS2Y8FFYCRUKA.DOCUMS0288

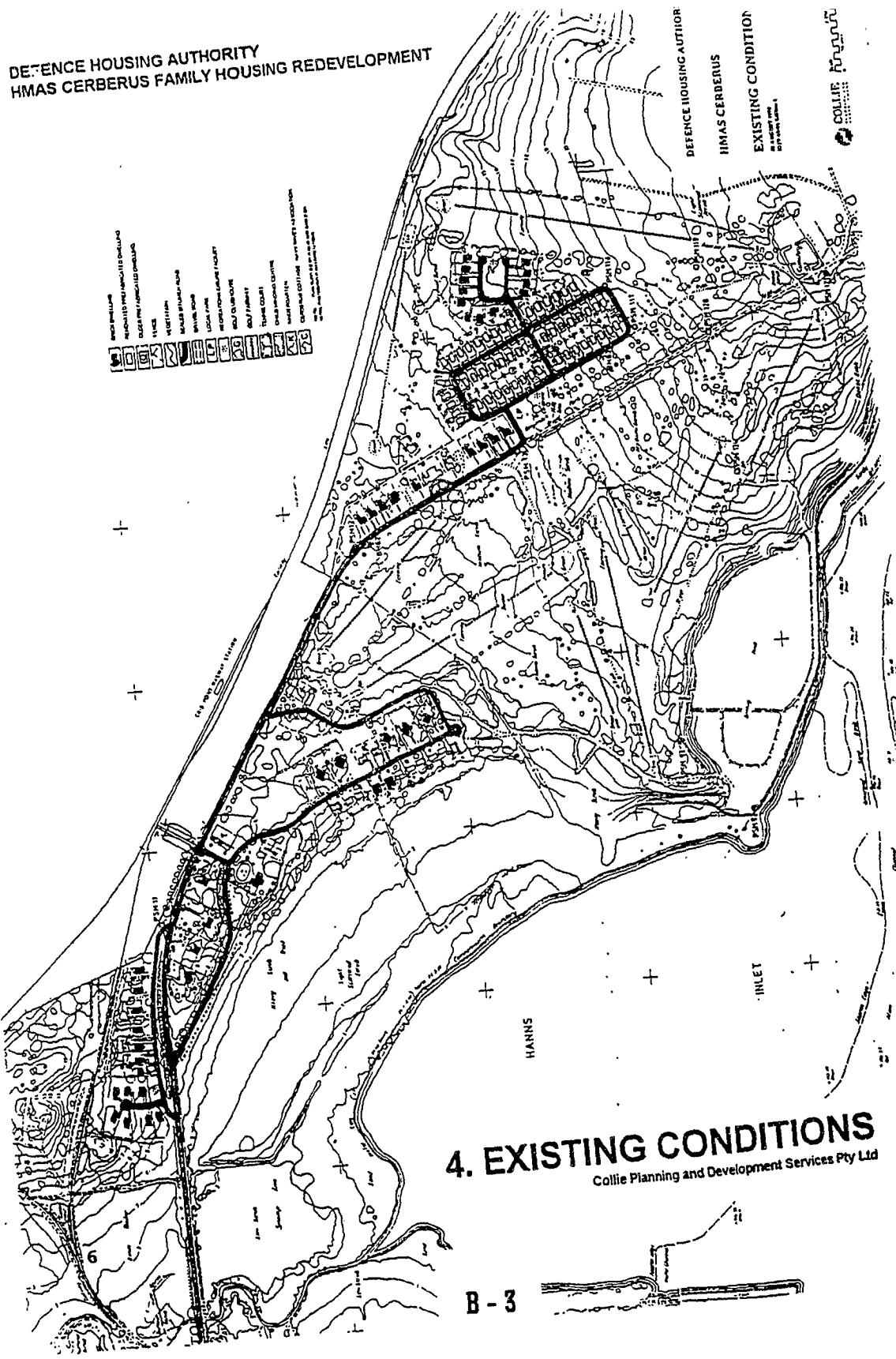


**DEFENCE HOUSING AUTHORITY  
HMAS CERBERUS FAMILY HOUSING REDEVELOPMENT**

DEFENCE HOUSING AUTHORITY  
HMAS CERBERUS  
EXISTING CONDITION  
AS AT 1995

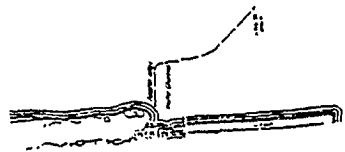


|          |                                      |
|----------|--------------------------------------|
| [Symbol] | ROAD NETWORK                         |
| [Symbol] | UNDEVELOPED / UNIMPROVED DEVELOPMENT |
| [Symbol] | EXISTING / PROPOSED DEVELOPMENT      |
| [Symbol] | EXISTING / PROPOSED CONSTRUCTION     |
| [Symbol] | LEVEL                                |
| [Symbol] | VEGETATION                           |
| [Symbol] | WATER RESOURCES                      |
| [Symbol] | WATER BODIES                         |
| [Symbol] | LOCAL NAME                           |
| [Symbol] | RECREATIONAL FACILITIES              |
| [Symbol] | ROAD NETWORK                         |
| [Symbol] | RAIL NETWORK                         |
| [Symbol] | TRUCK COURT                          |
| [Symbol] | TRUCK PARKING                        |
| [Symbol] | TRUCK SERVICE CENTRE                 |
| [Symbol] | TRUCK SERVICE                        |
| [Symbol] | TRUCK SERVICE                        |
| [Symbol] | TRUCK SERVICE                        |



**4. EXISTING CONDITIONS**  
Collie Planning and Development Services Pty Ltd

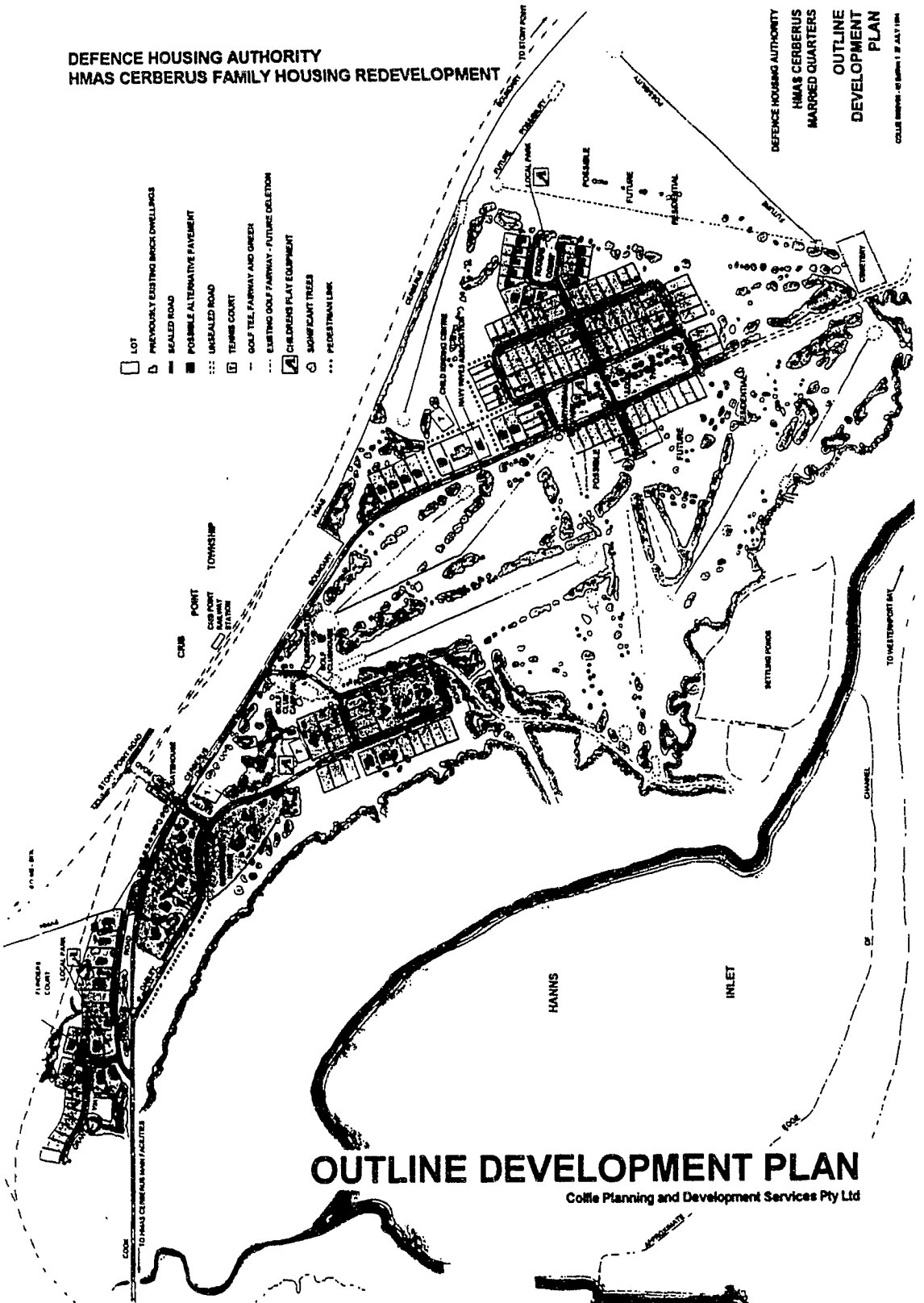
B-3



**DEFENCE HOUSING AUTHORITY  
HMAS CERBERUS FAMILY HOUSING REDEVELOPMENT**

**DEFENCE HOUSING AUTHORITY  
HMAS CERBERUS  
MARRED QUARTERS  
OUTLINE  
DEVELOPMENT  
PLAN**

COLLIE CONSULTANTS PTY LTD DRAWING NO. 10/8/80 DATE 1/7/80



- LOT
- PREVIOUSLY EXISTING DWELLINGS
- ▬ SCALED ROAD
- ▬ POSSIBLE ALTERNATIVE PAVEMENT
- ▬ UNSEPALED ROAD
- ▬ TENNIS COURT
- ▬ GOLF TEE, FAIRWAY AND GREENS
- ▬ EXISTING GOLF FAIRWAY - FUTURE DELETION
- ▭ CHILDREN'S PLAY EQUIPMENT
- SIGNIFICANT TREES
- ⋯ PEDESTRIAN LINK

**OUTLINE DEVELOPMENT PLAN**

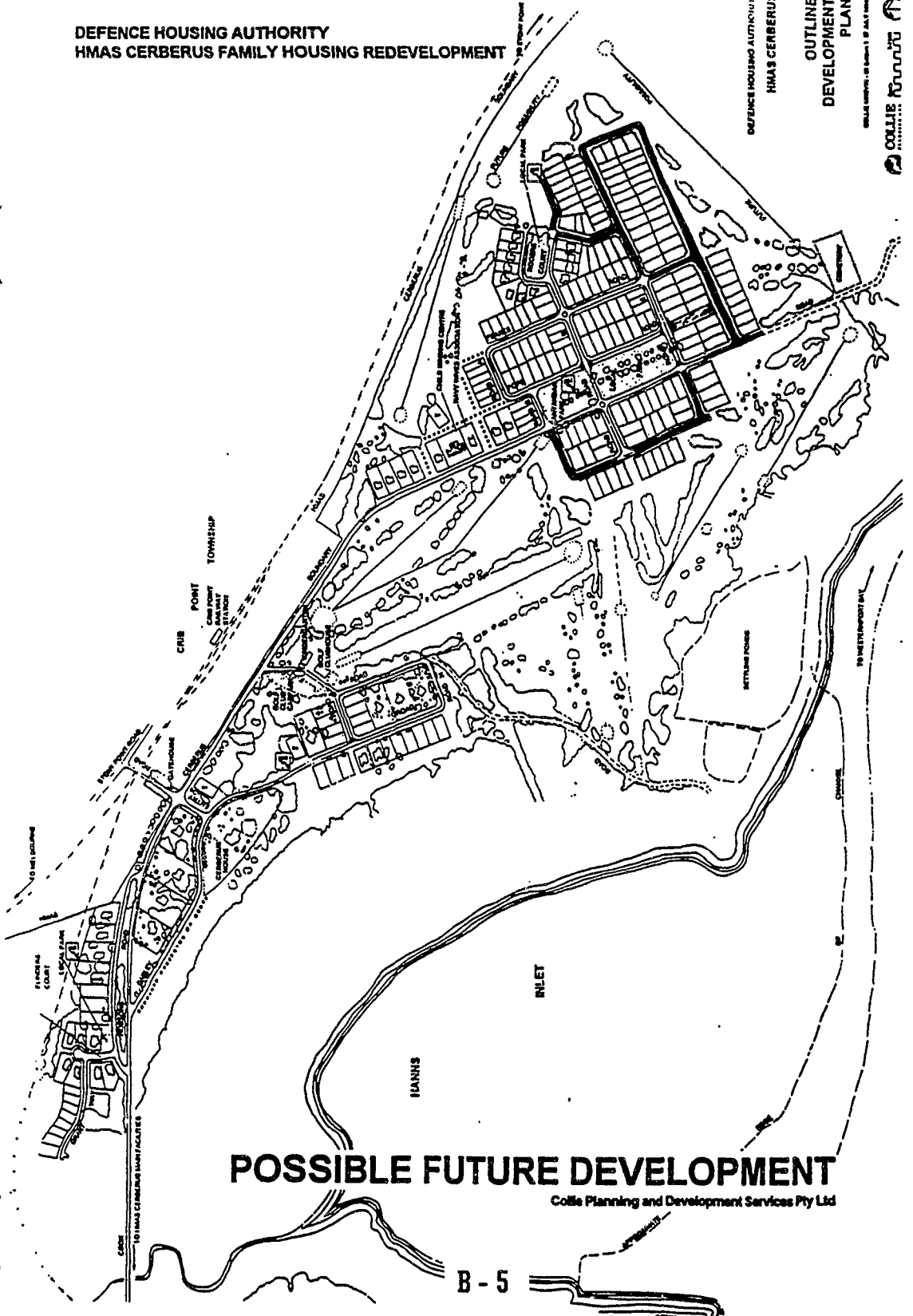
Collie Planning and Development Services Pty Ltd

**DEFENCE HOUSING AUTHORITY  
HMAS CERBERUS FAMILY HOUSING REDEVELOPMENT**

DEFENCE HOUSING AUTHORITY  
HMAS CERBERUS

**OUTLINE  
DEVELOPMENT  
PLAN**

SCALE: 1:5000 (AS SHOWN ON SHEET 1 OF 2)



**POSSIBLE FUTURE DEVELOPMENT**

Collie Planning and Development Services Pty Ltd