
The Parliament of the Commonwealth of Australia

New Consulate-General Building, Bali, Indonesia

Parliamentary Standing Committee on Public Works

June 2005
Canberra

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Membership of the Committee

Chair Hon Judi Moylan MP

Deputy Chair Mr Brendan O'Connor MP

Members Mr John Forrest MP

Senator Alan Ferguson

Mr Harry Jenkins MP

Senator Michael Forshaw

Mr Bernie Ripoll MP

Senator the Hon Judith Troeth

Mr Barry Wakelin MP

Committee Secretariat

Secretary Mrs Margaret Swieringa

Inquiry Secretaries Mr Raymond Knight

Ms Vivienne Courto

Administrative Officer Mr Peter Ratas



List of Abbreviations

ACT	Australian Capital Territory
AFP	Australian Federal Police
BCA	Building Code of Australia
DFAT	Department of Foreign Affairs and Trade
DIMIA	Department of Immigration and Multicultural and Indigenous Affairs
OH&S	Occupation Health and Safety



Extract from the Votes and Proceedings of the House of Representatives

No. 24 dated Tuesday, 15 March 2005

**9 PUBLIC WORKS – PARLIAMENTARY STANDING COMMITTEE –
REFERENCE OF WORK – NEW OFFICES FOR THE AUSTRALIAN
CONSULATE-GENERAL IN BALI, INDONESIA**

Dr Stone (Parliamentary Secretary to the Minister for Finance and Administration), 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: New offices for the Australian Consulate-General in Bali, Indonesia.

Question – put and passed.



List of Recommendations

3 Issues and Conclusions

Recommendation 1

The Committee recommends that the proposed construction of new offices for the Australian Consulate-General, Bali, Indonesia, proceed at the estimated cost of \$7.15 million.

Introduction

Referral of Work

- 1.1 On 15 March 2005 the proposal for the new consulate-general building, Bali, Indonesia, was referred to the Public Works Committee for consideration and report to the Parliament in accordance with the provisions of the *Public Works Committee Act 1969* (the Act).¹ The proponent agency for this work is the Department of Foreign Affairs and Trade (DFAT).
- 1.2 The Hon Dr Sharman Stone MP, Parliamentary Secretary to the Minister for Finance and Administration, advised the House that the estimated cost of the proposed works was \$7.15 million. Subject to parliamentary approval, works are planned to commence in August 2005, and completed by late 2006.

Background

Australian Diplomatic Presence in Bali

- 1.3 Australia has maintained a consular presence in Bali since 1981 and plays an important representational role in Indonesia as well as providing consular service to Australian visitors and residents.²

¹ Extract from the *Votes and Proceedings of the House of Representatives*, No. 24, Tuesday 15 March 2005

² Appendix C, Submission No. 1, paragraph 2.1

- 1.4 The new Consulate-General building will serve as Australia's ongoing representative office in Bali and will be tenanted by:
- DFAT;
 - Department of Immigration and Multicultural and Indigenous Affairs (DIMIA); and
 - Australian Federal Police (AFP).³

The Site

- 1.5 The site for the proposed new Australian Consulate-General in Bali is located at Jalan Kapten Tantular, Renon. The Renon area is predominantly occupied by Provincial Balinese Government buildings.

Inquiry Process

- 1.6 The Committee is required by the Act to consider public works over \$6 million⁴ and report to Parliament on:
- the purpose of the work and its suitability for that purpose;
 - the need for, or the advisability of, carrying out the work;
 - whether the money to be expended on the work is being spent in the most cost effective manner;
 - the amount of revenue the work will generate for the Commonwealth, if that is its purpose; and
 - the present and prospective public value of the work.⁵
- 1.7 The Committee called for submissions by advertising the inquiry in *The Canberra Times* on Saturday, 2 April 2005. The Committee also sought submissions from relevant government agencies, local government, private organisations and individuals, who may be materially affected by or have an interest in the proposed work. The Committee subsequently placed submissions and other information relating to the inquiry on its web site in order to encourage further public participation.

3 Appendix C, Submission No. 1, paragraph 1.3

4 *Public Works Committee Act 1969*, Part III, Section 18 (8)

5 *ibid*, Section 17

Public Hearing

- 1.8 Under the terms of the Act, the Committee may not convene at any place outside Australia and its external Territories. Where a public work is to be carried out outside Australian and its external Territories, the Committee:
- ...shall consider the work on the basis of plans, models and statements placed before it and of evidence (if any) taken by it.⁶
- 1.9 On 27 May 2005, the Committee received a briefing from DFAT officers on the scope and environs of the proposed works to be undertaken in Bali. This was followed by a public hearing held at Parliament House, Canberra.⁷

6 *ibid*, Section 18B

7 See Appendix D for the official Hansard transcript of the evidence taken by the Committee at the public hearing on Friday, 27 May 2005 in Parliament House, Canberra

The Proposed Works

Need

2.1 The former Consulate-General building in Bali is no longer suitable to fulfil its consular and representative role. Specifically:

- the building does not meet minimum standards for security, functionality or occupational health and safety (OH&S);
- building structure and services have aged to the point where maintenance is impracticable; and
- the floor area is inadequate to meet the requirements of the tenant agencies.¹

2.2 In December 2002, following the terrorist bombing in Bali, the security assessment of the Bali Consulate -General was revised to 'high risk'. This classification was due to the consulate's limited setback from roads and other properties, which makes it difficult to protect the building from attack. On the basis of this revised assessment, the Minister for Foreign Affairs requested that the consulate be relocated.²

2.3 Following the bombing of the Australian Embassy in Jakarta in September 2004, the Consulate-General was relocated, initially to a hotel and, in November 2004, to a town house complex.³ Whilst providing a higher level of security than the original premises, the temporary offices still fall

1 Appendix C, Submission No. 1, paragraph 3.1

2 *ibid*, paragraph 2.2

3 *ibid*, paragraph 2.4 - 2.5

short of DFAT's security requirements. The proposed new Consulate-General building would redress this shortcoming.⁴

Scope

2.4 The proposed works encompass the following elements:

- construction of 1,000 square metre, single storey Consulate-General building to meet Australian codes and standards;
- controlled pedestrian and vehicular access;
- attached services wing;
- controlled access car parking;
- fully landscaped surrounds within fenced and walled compound, including publicly accessible commemorative garden;⁵
- installation of new engineering services infrastructure including mains electricity and on-site substation, stand-by generator, water reticulation/storage and treatment, storm water drainage, on-site sewage treatment and telecommunications;
- integrated fit-out to tenant specifications, including security measure, transformer and generator, air-conditioning, electrical switchgear, water pumps and purifiers, fixed partitions and doors, floor coverings, ablutions and tea rooms.⁶

Purpose

2.5 The purpose of the proposed work is to provide a new building to house the Australian Consulate-General in Bali. The building will serve as Australia's ongoing representative office in Bali and will house DFAT, DIMIA and the AFP.⁷

4 Appendix C, Submission No. 1, paragraph 2.5

5 *ibid*, paragraphs 3.4 and 6.4

6 *ibid*, paragraphs 12.1 - 12.5

7 *ibid*, paragraph 3.1

Project Delivery

- 2.6 It is proposed that the project will be delivered via a traditional design, documentation, tendering and contracting process. DFAT believes that this methodology will ensure optimum value for money and will allow DFAT to retain control of all project delivery stages.⁸ DFAT's submission proposes that, subject to parliamentary approval, works would commence in October 2005.⁹
- 2.7 DFAT intends to award a single contract for the construction and fit-out works and will call for tenders from a shortlist of pre-qualified contractors following advertising in both Australia and Indonesia.¹⁰

Cost

- 2.8 The total estimated out-turn cost of the proposed development is \$7.15 million based on March 2005 prices. This figure includes:
- construction;
 - consultants fees;
 - project management;
 - supervision; and
 - site office expenses.¹¹
- 2.9 The cost estimate does not include:
- provision of loose furniture;
 - provision of artworks;
 - provision of white goods;
 - interest charges; or
 - PPN tax (local VAT equivalent 10%).¹²

8 Appendix C, Submission No. 1, paragraph 30.1

9 *ibid*, paragraph 31.1

10 *ibid*, paragraph 30.2

11 *ibid* paragraph 29.1

12 *ibid*, paragraphs 29.2 - 29.3

Issues and Conclusions

Building Design

Office Floor Space

- 3.1 DFAT states in its main submission that the new Consulate-General will consist of 1,000 square metres, designed to meet the specific needs and functions of DFAT and individual agency requirements.¹ The Committee sought further information regarding the comparison of size between the proposed building and the original consulate.
- 3.2 DFAT explained that the original consulate was 270 square metres, which did not provide appropriate office accommodation for staff. The increase in size reflects the inadequacy of the original consulate, increase in staff numbers and demands on consulate services.²

Staffing Levels

- 3.3 The Committee sought information on the staffing levels and requirements of the Consulate-General in Bali, especially after the Bali bombing of 2002 and the resulting demands on the consulate. DFAT stated that the proposed consulate reflects agency forecasts for staffing requirements, with a modest capacity to accommodate an increase of staff

1 Appendix C, Submission No. 1, paragraph 12.1

2 Appendix D, Official Transcript of Evidence, page 4

numbers.³ DFAT continued that, according to current projections, the current number of two A-based staff and eight locally engaged staff would increase to four A-based staff and 16 locally engaged staff. Furthermore, by the time the proposed building is ready to be occupied, staff numbers are likely to increase to six A-based staff and 20 locally engaged staff.⁴

Imported Materials

3.4 DFAT states in its main submission that some construction materials are not readily available in Bali and may need to be imported.⁵ The Committee enquired as to the material to be imported and where it would come from. DFAT responded that the base materials are readily available in the local market, with the more sophisticated elements of the building would be imported. While not specified in the tender documentation, it is expected that where possible, the primary contractor will import materials from Australia, with Australian standards throughout the consulate.⁶

Seismic and Climatic Considerations

3.5 DFAT states in its main submission that local site conditions include wind and seismic forces⁷ and that geotechnical testing will be carried out on the site. Given the seismic and climatic concerns of the area, the Committee were interested in what measures DFAT had undertaken to manage these issues.⁸

3.6 DFAT assured the Committee that the proposed consulate building would be in accordance with the Australian standard for seismic loads and disaster recovery function. A geotechnical investigation has been carried out on the site and has shown that the site as appropriate to establish the nature of footings and foundation types to be used.⁹ DFAT continued that as Bali is in a tropical environment where there are frequent heavy rains, design measures have been incorporated to manage climatic issues. The proposed consulate building will be constructed above the land level, with outsized water drains and box drains from the roof, to accompany the existing monsoon type drains at the front of the site.¹⁰

3 Appendix D, Official Transcript of Evidence, p. 2

4 *ibid*, page 4

5 Appendix C, Submission No. 1, paragraph 17.6

6 Appendix D, Official Transcript of Evidence, page 5

7 Appendix C, Submission No. 1, paragraph 17.4

8 Appendix D, Official Transcript of Evidence, page 8

9 *ibid*

10 *ibid*

3.7 The Committee also enquired as to whether the site is susceptible to climatic concerns such as tsunamis. DFAT informed the Committee that Bali is:

...in a seismically sensitive zone but not in an area of particular vulnerability to that tsunami type of event. It [the consulate building] is about five kilometres from the coast so we do not see that as a particular risk in this instance.¹¹

Security

3.8 In a confidential briefing prior to the public hearing, DFAT explained specific security measure for the proposed consulate. The Committee was satisfied with the security measures that DFAT presented, and sought reassurance during the public hearing that the Consulate-General building would be safe and secure for staff, officers and visitors.¹²

3.9 The Committee was reassured by DFAT that the proposed consulate has incorporated a very high level of security which is appropriate to the overall threat environment. DFAT are confident that the proposed security measures will reduce risk to staff, officers and visitors to an acceptable level.¹³

3.10 DFAT explained that some security measures incorporated into the proposed design included the selection of the block with regard to the neighbouring building and property owners; the specific siting of the building on the block; and construction to identify and account for potential building vulnerabilities with respect to staff location within the building.¹⁴

Memorial Garden and Anniversary Pond

3.11 At the public hearing DFAT stated that part of the proposal included the:

...provision of a permanent site for the Bali bombing commemorative garden and anniversary pond, a suitable space for

11 Appendix D, Official Transcript of Evidence, page 8

12 *ibid*, page 3

13 *ibid*

14 *ibid*, page 7

people to pay their respects in a peaceful and private environment¹⁵

The Committee sought reassurance that public would be granted appropriate access to the commemorative garden and anniversary pond whilst not compromising security of the consulate.¹⁶

- 3.12 DFAT responded that commemorative garden and anniversary pond would be located in a controlled area at the front of the consulate. Prior to entering the garden area, people will need to go through a security screening process at a guard post at the front of the consulate. A pedestrian fence will restrict access to other parts of the site. Toilet facilities will be located in the guard post to enable people to visit the garden area without having to enter the consulate.¹⁷

Evacuation Procedures

- 3.13 Given the current security environment, the Committee were interested to learn what evacuation procedures would be undertaken in the case of an emergency. DFAT informed the Committee that evacuation considerations had been incorporated into the proposed design through the use of alternative evacuation routes from the consulate building. An alternative evacuation route ensures that building occupants are not entirely dependent on a single egress point. DFAT explained that, in the case of the Bali site, the challenge had been to incorporate two evacuation points on an unusually shaped block, which are not on the same perimeter.¹⁸

Energy Conservation Measures

- 3.14 DFAT states in its main submission that, where practicable, the proposed design will comply with the Property Council of Australia Energy Guidelines.¹⁹ The Committee sought more information regarding the energy saving measures of the proposal. DFAT responded that passive measures such as tinted glazing and overhang of eave lines had been incorporated to manage the hot weather. In addition, air-conditioning and

15 Appendix D, Official Transcript of Evidence, page2

16 *ibid*

17 *ibid*, page 3

18 *ibid*, page 7

19 Appendix C, Submission No. 1, paragraph 19.2

lighting management zoning system will ensure effective and efficient use of energy.²⁰ Colonnades on both sides of the building will provide additional protection to the external façade, particularly to the windows.²¹

Codes, Standards and Approvals

Building Approval

- 3.15 In its main submission DFAT states that meetings have been held with the Balinese Provincial Government regarding local statutory authority building approval processes and requirements.²² The Committee wanted to know if the approval process would impact on the project cost or time frame.
- 3.16 DFAT informed the Committee that it anticipated full cooperation from the local government in respect of the approval process. The Governor of Bali provided assistance in identifying and purchasing land for the proposed consulate. Furthermore, DFAT has an Australian architect based in Bali to aid in project delivery. No delays are anticipated for the approval process, which is estimated to take three months.²³

Site Services

- 3.17 In its main submission DFAT states that water supply pressure and quality is yet to be confirmed by the local authority in Bali.²⁴ The Committee sought reassurance that water, electricity and other site services would be provided to Australian standards.²⁵
- 3.18 DFAT assured the Committee that the site has access to mains water supply and mains power. With regard to the mains water supply, it is proposed that water will pass through an on site sand and ultraviolet filtration system to ensure water is portable and usable. Sewerage services will be maintained onsite through a septic system and some water storage capacity has been incorporated into the design as a fire precaution. DFAT added that the proposed consulate will be connected to mains power, and

20 Appendix D, Official Transcript of Evidence, page 8

21 *ibid*, page 9

22 Appendix C, Submission No. 1, paragraph 27.1

23 Appendix D, Official Transcript of Evidence, page 5

24 Appendix C, Submission No. 1, paragraph 17.15

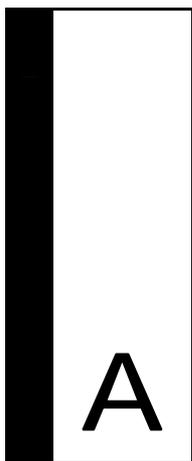
25 Appendix D, Official Transcript of Evidence, page 5

a backup generator will ensure that essential consulate activities are not interrupted in the case of main power supply failure.²⁶

Recommendation 1

The Committee recommends that the proposed construction of new offices for the Australian Consulate-General, Bali, Indonesia, proceed at the estimated cost of \$7.15 million.

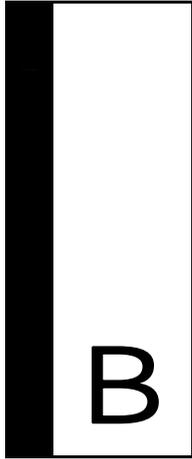
Hon Judi Moylan MP
Chair
22 June 2005



Appendix A – List of Submissions

Submissions

1. Department of Foreign Affairs and Trade



Appendix B – List of Witnesses

Mr Rodney Christmas, James Cubitt Architects Pty Ltd

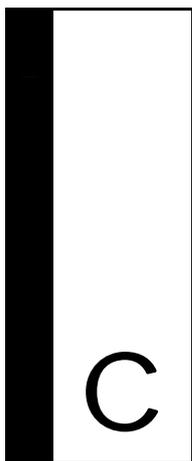
Mr Peter Davin, Executive Director, Overseas Property Office, Department of Foreign Affairs and Trade

Mr Richard Hancock, Head, Project Management Services, Overseas Property Office, Department of Foreign Affairs and Trade

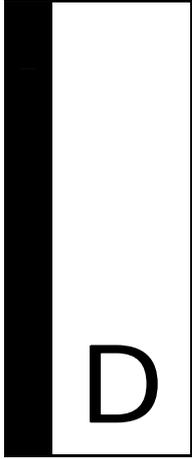
Mr Ian McKay, Manager, Capital Works, Multiplex Facilities Management

Mr Philip Moran, Assistant Secretary, Property Management and Strategic Planning, Overseas Property Office, Department of Foreign Affairs and Trade

Mr John Richardson, Assistant Secretary, Diplomatic security Branch, Department of Foreign Affairs and Trade



Appendix C – Submission No. 1 from the
Department of Foreign Affairs and Trade



Appendix D – Official Transcript of
Evidence