



AUSTRALIAN FEDERAL POLICE FACILITY SECURITY ENHANCEMENT PROJECT

**STATEMENT OF EVIDENCE
TO THE
PARLIAMETARY STANDING COMMITTEE
ON PUBLIC WORKS**

SUBMISSION 1



AUSTRALIAN FEDERAL POLICE
CANBERRA, ACT
OCTOBER 2016

TABLE OF CONTENTS

1	NEED FOR THE WORKS	4
1.1	The Australian Federal Police.....	4
1.2	AFP Strategic Priorities	4
1.3	AFP National Property Portfolio	4
1.4	Background.....	5
1.5	Selection of the Works.....	5
1.6	Selection of the Sites.....	6
1.7	Key Legislation.....	6
1.8	Early Project Expenditure	7
2	PURPOSE OF THE WORKS	8
2.1	The Proposal	8
2.2	Objectives	8
2.3	Location of the Works	8
2.4	Site Ownership Status	8
2.5	Zoning and Approvals.....	8
2.6	Concepts to Improve Security.....	9
2.7	Type of Works	9
2.8	Scope of Works.....	9
2.9	Codes and Standards.....	10
2.10	Equipment Consistency	10
2.11	Services Works	10
2.12	Information and Communications Technology Services	10
2.13	Environmental Sustainability	10
2.14	Security through Construction	10
2.15	Provision for People with Disabilities.....	11
2.16	Child Care Provisions	11
2.17	Work Health and Safety	11
2.18	Environmental Considerations	11
2.19	Heritage Considerations	11
3	COST EFFECTIVENESS AND PUBLIC VALUE.....	12
3.1	Project Budget.....	12
3.2	Details of Project Delivery System	12
3.3	Governance Structure.....	12
3.4	Construction Program	12
4	IMPACT ON LOCAL COMMUNITIES	13
4.1	Economic Impact	13
4.2	Consultation with Relevant Authorities and Stakeholders	13
4.3	Staff Consultation	13

4.4	Public Value.....	14
4.5	Revenue	14

ATTACHMENTS:

- A. Letter from the AFP to the Public Works Committee sent on 9 August 2016
- B. Concept 1 - Edmund Barton Building Ground Floor
Concept 2 - Barton College Ground Floor
Concept 3 - Majura Complex Entrance Arrangements
Concept 4 - Majura Complex Security Control Centre
Concept 5 - NSW State Headquarters Ground Floor
Concept 6 - Victorian State Headquarters Ground Floor
Concept 7- Western Australian State Headquarters Ground Floor
- C. Program in the form of a Gantt Chart

1 NEED FOR THE WORKS

1.1 The Australian Federal Police

The Australian Federal Police (AFP) enforces Commonwealth Criminal Law, contributes to combating organised crime and protects Commonwealth and National interests from criminal activity in Australia and overseas. The AFP is Australia’s international law enforcement and policing representative and the Australian Government’s chief source of advice on policing issues. Amongst the Australian Government’s key strategic priorities and expectations is a commitment to “ensuring the AFP is adequately positioned and appropriately resourced to deal with a complex and shifting law enforcement environment.”

1.2 AFP Strategic Priorities

The AFP’s operational environment is fluid with the AFP called upon regularly to lead and contribute to whole-of-government initiatives relating to law enforcement and national security issues. Current key strategic priorities for the AFP include leading or contributing to efforts that:

- a. Counter the threat of terrorism and violent extremism;
- b. Prevent, deter, disrupt and investigate serious and organised crime;
- c. Recover proceeds of crime and disrupt money-laundering activities;
- d. Contribute to Australian international law enforcement interests through cooperation with key international partners and respond to emergencies, law and order capacity-building missions and internationally mandated peace operations;
- e. Counter the threat of cybercrime;
- f. Protect specified individuals, establishments and events at risk of security threats;
- g. Disrupt the operation of criminal gangs, reduce proliferation of child exploitation material and reduce harm caused by illicit drugs;
- h. Prevent, deter and disrupt people smuggling; and Ensure and maintain aviation security

The AFP undertakes a diverse range of activities within a complex, fast-changing environment and strives to be responsive to the needs and expectations of the Commonwealth Government, Australian law enforcement partners, the Australian community and international partners. The way the AFP operates continuously evolves to meet the challenges and opportunities imposed by an often- unpredictable and changing environment.

1.3 AFP National Property Portfolio

The AFP’s national property portfolio is a key enabler to the AFP’s capabilities, enhancing the AFP’s readiness, capacity and ability to carry out organisational responsibilities for law enforcement, investigations and national security. Providing secure facilities is a critical component of property being an enabler for the AFP to deliver its services at the level expected by the Australian Government.

1.4 Background

In response to an increased threat environment, the AFP has undertaken a vulnerability assessment of its facilities around Australia. This vulnerability assessment has determined that there is a need for strengthening of the measures required to protect the AFP Workforce. The AFP considers the primary responsibility of the leadership is to provide an appropriate level of protection for its workforce.

The AFP facilities require strengthening to reduce the threat of unauthorised pedestrian and vehicular access, reduce the potential for Improvised Explosive Device (IED) attack, and improved systems to respond to security incidents on its premises. The intruder resistance improvements include prevention of initial intrusion, increased ability to isolate an intruder between floors and improved systems to lock down, monitor and control access.

The evidence of the increased threat to police stations attacks in the last 12 months on police stations and staff is clear. Four incidents at police stations within the last 12 months include:

- a. 2 October 2015 Sydney –A police worker was shot dead outside the Parramatta Headquarters of the NSW Police Force;
- b. 30 June 2016 Gold Coast – A man drives a car into the front door of the Mudgeeraba Police Station;
- c. 22 July 2016 Sydney –A man attempted to set off an IED and self-immolated before driving his car into the basement garage door of the Merrylands Police Station; and
- d. 4 August 2016 Adelaide –A man rammed his car into the front doors of the SA Police Headquarter building.

In November 2015 the NSW Police Commissioner announced NSW was allocating \$25 million to strengthen security at NSW police stations. It was publicly announced the NSW funding will be spent on security measures including enhanced Closed Circuit Television (CCTV), the installation of safety barriers at police station counters and perimeter fencing. The Police Commissioner stated that the funding allocation was an acknowledgement of the heightened risk police were working under. This proposed project to enhance security for the AFP is consistent with the work being undertaken by the NSW Police.

1.5 Selection of the Works

The AFP undertook a vulnerability assessment of AFP facilities with the aim of providing a more secure work environment for the AFP workforce. For each of the sites a priority list of security enhancements was identified. The works included in the Project are those threats that were considered to pose the highest risk to the workforce taking into consideration the funding limitation for the Project. The security design has been developed based on the AFP's security risk assessment of the operational functions and satisfies the requirements of the Australian Government Protective Security Policy Framework (PSPF), the Australian Security Intelligence Authority (ASIO) advice documents, and the Australian Government Information and Communications Technology Security Manual (ISM).

The works were selected on the basis of the key risks for each AFP facility. Specific details of the vulnerabilities for each site cannot be provided for security reasons, however the assessment of the priorities was based on:

- a. Improved Explosive Device (IED) Protection. There is a requirement to strengthen some of the facilities to increase protect against IED attack.
- b. Intruder Resistance Protection. There is a requirement to strengthen the intruder resistance (both pedestrian and vehicle) at points of entrance at the facilities;
- c. System Response Capability. Some of the systems that enable response to security situations are at the end of life or at capacity and do not provide the capability to respond effectively to an incident.

1.6 Selection of the Sites

The vulnerability assessment identified that there were a number of sites that were considered a priority and these are generally the larger AFP locations. The sites the AFP assessed as being the highest priority, and are proposed to be included in the Project are:

- a. Canberra - National Headquarters - Edmund Barton Building;
- b. Canberra - Barton Police College;
- c. Canberra - Majura Complex;
- d. Sydney – NSW State Headquarters;
- e. Melbourne – Victorian State Headquarters;
- f. Perth – WA State Headquarters;
- g. Brisbane Airport Office; and
- h. Adelaide Airport Office.

1.7 Key Legislation

The following key legislation is considered in the development of the Project;

- a. Environmental Protection and Biodiversity Conservation Act 1999;
- b. Building and Construction Industry Improvement Act 2005;
- c. Federal Disability Discrimination Act 1992;
- d. Work Health and Safety Act 2011 (Cwlth);
- e. Work Health and Safety Acts in each State
- f. Financial Management and Accountability Act 1997;
- g. Fair Work Act 2009 (Cwlth); and
- h. Relevant Australian Standards and the National Construction Code are applicable to all design, fabrication and installation works.

1.8 Early Project Expenditure

As a result of the critical nature of the specific scope items to the safety of the AFP workforce, the AFP decided to proceed with these elements ahead of the PWC Hearing and Report. The AFP wrote to the PWC on 9 August 2016, noting that the Committee had not yet been formed, to inform the PWC of the expenditure and the reason it is urgent. This letter is included in **Attachment A**. The scope that the early expenditure contributes to is included in the scope of services in this submission.

It should be noted that only one of the three activities involves material physical works with the other two involving purchasing long lead time items to minimise the time to deliver these works. The three identified Project works that the AFP has decided to proceed with, and the reason for proceeding are detailed in the sub-paragraphs below.

- a. Installation of fixed bollards around the Sydney Headquarters of the AFP. This work will ensure a stand-off distance for vehicles reducing the risk of an incident similar to the recent attack on the Merrylands Police Station in Sydney. A development application has been secured from the Sydney City Council and work is scheduled to commence in September. The value of this work is approximately \$500,000.
- b. Ordering of hostile vehicle management systems to control vehicle access at the Sydney, Melbourne and Perth Headquarters of the AFP – the time from ordering to arrival of these systems is at minimum of four months and ordering now will reduce the period of installation by the same period months compared to waiting until the PWC Report is handed down. The value of the bollards will be approximately \$300,000 and the design will be completed to a level of detail that will enable the bollards to be ordered in September 2016.
- c. Ordering and installation of new servers and computers for AFP security system – this measure will enable the security system to be hosted on servers that are stand-alone from the AFP general data servers. The growth of the AFP in recent years has stretched the capacity of the data servers and this has impacted on the reliability of the security system, resulting in the system experiencing periodic failures. The purchase of the new servers and computers will provide security staff more certainty in monitoring movement and an increased capacity to react quickly to any incident. This early work will also include the trialling of dual factor authentication such as optical scanning. The cost of the ordering of the servers and computers and the trial of the dual factor authentication is approximately \$1.1 million.

2 PURPOSE OF THE WORKS

2.1 The Proposal

The AFP proposes to undertake the upgrade to the security of the eight nominated sites at a cost of \$39.4 million to provide a more safe work environment for the AFP workforce.

2.2 Objectives

The objectives for this project are to:

- a. provide maximum security improvements for the Project budget to:
 - i. reduce the ability for threat entities to gain unauthorised access, and improve deter and delay controls;
 - ii. reduce the scale of harm that may be caused from an armed offender and IED attack; and
 - iii. improve the system capabilities to monitor, control and respond to intruders.
- b. complete the Project by December 2017;
- c. deliver the Project so that completed works are fit for purpose; functional; and integrated into the existing systems in an efficient manner;
- d. minimise disruption to the AFP's ongoing operations during the construction works; and
- e. ensure no work lowers the NABERS rating or Green Star ratings in any of the facilities.

2.3 Location of the Works

The locations of the works are listed below:

- a. Edmund Barton Building - Kings Avenue Barton, ACT
- b. Barton Police College - 9 Brisbane Avenue, Block 6 Section 19, Barton, ACT
- c. Majura Complex - Block 622, in the Majura Valley, ACT
- d. NSW State Headquarters - 110 Goulburn Street, Surry Hills, Sydney;
- e. Victorian State Headquarters - 383 La Trobe Street, Melbourne;
- f. WA State Headquarters - 619 Murray Street, Perth ;
- g. Brisbane Airport Office - 5-7 Lobelia Circle, Brisbane Airport, and
- h. Adelaide Airport Office - Sir Richard William Avenue, Adelaide Airport .

2.4 Site Ownership Status

The Majura Complex is owned by the AFP. The remainder of the sites are privately owned and leased by the AFP.

2.5 Zoning and Approvals

The works will require a Development Application to be secured from local authorities at the Barton College and National and State Headquarter sites. Works Approval is required at the Majura Complex from the National Capital Authority (NCA) and the Barton College works will require consultation with the NCA.

2.6 Concepts to Improve Security

The concepts used to improve the security of the facilities include:

- a. strengthening ground floors for intruder resistance including providing two layer security at the ground floor;
- b. strengthening the upper floors to prevent an intruder movement between the floors and improving control of the lock down capability to monitor and react to an intruder;
- c. strengthening vehicle building entrances to improve monitoring and control of vehicles access;
- d. protecting buildings from vehicle attack and increasing stand-off distance; and
- e. improved monitoring and control and providing greater reliability for the security systems.

2.7 Type of Works

All works included in the project are classed as refurbishment works (to the inside of existing buildings) or site works (fencing and bollards) other one activity that involves the construction of a new asset. This new construction activity involves the construction of a Security Control Centre at the Majura Complex. This new facility will provide improved monitoring and control for the Majura Complex, this complex being a key training and operational asset of the AFP.

2.8 Scope of Works

The scope of the proposed works for each site has been developed based on the specific vulnerability assessment for each site. For security purposes the AFP does not consider it appropriate to make the detailed scope of works public and the scope of works is included in Submission 1.1. The drawings included as attachments to this submission are those works that will be visible to the public and the AFP security is not disadvantaged by making public. The design drawings included are as follows:

- a. Canberra – National Headquarters. Works to be undertaken in new main entry foyer to provide two layer security and control access to the inner courtyard (**Attachment B**);
- b. Canberra – Barton College. Works to be undertaken in new main foyer to provide two layer security and a proposed external fence (**Attachment C**);
- c. Canberra - Majura Complex. Work to construct a new Security Control Room/ Visitor Entrance (**Attachment D**) and associated improvements to vehicle entry control and inspection (**Attachment E**).
- d. Sydney – NSW Headquarters. Works to be undertaken in new main foyer to provide two layer security (**Attachment F**);
- e. Melbourne – Victorian Headquarters. Works to be undertaken in new main foyer to provide two layer security (**Attachment G**).
- f. Perth – Western Australian Headquarters. Works to be undertaken in new main foyer to provide two layer security (**Attachment H**).

Submission 1.1 provides a site description of each site, details of the objective for each site, and a detailed description of the works to be undertaken in each site.

2.9 Codes and Standards

All work will comply with the relevant requirements of the National Construction Code - 2016 including Disability Access, local statutory authorities and relevant Australian Standards. It will also comply with the Protective Security Policy Framework and agency security requirements. An accredited Building Certifier will be engaged to certify compliance of the building works. Construction contractors will be compliant with the Building Code 2013.

2.10 Equipment Consistency

The AFP will ensure that equipment such as electronic software systems and hardware are consistent across all the sites. This will support efficient maintenance and management of spare parts across the organisation. It will also enable consistency of incident response approaches and enable any upgrade program to be managed across all sites.

2.11 Services Works

Services work undertaken will be only those required to support the new equipment, and adjustments to fit-outs. The likely requirements for changes of service include:

- a. potential in ground services relocations to accommodate operable bollards;
- b. electrical works to support the changes to the electronic security systems; and
- c. potential changes to air-conditioning to account for changes in the partition structures, particularly in ground floors and lift lobbies.

2.12 Information and Communications Technology Services

The Information and Communications Technology (ICT) services will be upgraded as required to support the upgraded security system however this is not a core aspect of the Project and only undertaken on an “as required” basis.

2.13 Environmental Sustainability

The AFP is committed to Ecologically Sustainable Development (ESD) and the reduction of greenhouse gas emissions. All works will be undertaken consistent with best practice in sustainable design in accordance with the Environmental Efficiency in Government Operations (EEGO) policy. The project involves very limited building work so the ESD focus will be undertaking modifications in such a manner as to not reduce the ESD performance of any of the buildings through the works undertaken.

2.14 Security through Construction

A significant objective of the project is to maintain security and function for the operational workforce during the construction activity. There will be considerable planning between the AFP, the Project Manager and the Managing Contractor to reduce any reduction of security during the construction activity to the maximum extent possible.

2.15 Provision for People with Disabilities

Access and facilities for people with disabilities will be provided where required in accordance with the Disability Discrimination Act (DDA), the relevant technical requirements of the National Construction Code, Disability (Access to Premises) Standards (2010) and associated Australian Standards.

2.16 Child Care Provisions

No childcare provisions are being provided under this project.

2.17 Work Health and Safety

The proposed works will comply with the requirements of the Work Health and Safety Act 2011 (Commonwealth), Work Health and Safety Legislation appropriate to each jurisdiction and the National Guideline to AFP Health Safety Management Arrangements 2007 - 2012. The AFP is committed to improving occupational health and safety outcomes in the building and construction industry. In accordance with Section 35(4) of the Building and Construction Industry Improvement Act 2005 (Commonwealth), contractors will be required to hold full occupational health and safety accreditation from the Office of the Federal Safety Commissioner under the Australian Government Building Construction Occupational Health and Safety Accreditation Scheme. Safety in design workshops will be undertaken during the design phases of the project.

2.18 Environmental Considerations

A Referral under the Environment Protection and Biodiversity Conservation Act 1999 (the EPBC Act) is not required for this proposal.

2.19 Heritage Considerations

The only formal heritage consideration with the project is the moral rights issue with the Edmund Barton Building. This will require consultation with the Seidler Foundation to agree on changes to the external look of the building as the Seidler Foundation has ownership of the moral rights. This is not a risk to the Project agreement has always been reached with the Seidler Foundation and moral rights are not covered by legislation.

3 COST EFFECTIVENESS AND PUBLIC VALUE

3.1 Project Budget

The AFP has established an indicative budget of \$39.4 million (excluding GST) for the proposed works. This budget includes provision for contingencies, cost escalation and associated professional fees. Funding for this initiative is through funds appropriated to the AFP. A detailed Project budget including a costed risk is included in Submission 1.1.

3.2 Details of Project Delivery System

A Client Side Project Manager has been appointed to manage the proposed works and administration of the contracts for construction. A managing contractor form of contract will be adopted utilising the AFP's panel of service providers for Construction Management Services for capital works. A managing contractor form of contract will be the best approach to deal with the requirement to maintain security through the construction process as it enables joint planning with the managing contractor to determine the best approach to undertake the works to enable security to be maintained.

3.3 Governance Structure

The AFP has established a Board for Operation Rampart – which includes this Project as well as a number of other, non-facility related improvements to the security for the AFP. The Board is chaired by the Deputy Commissioner Capability and the Board has decision making authority on priorities and scope. The Board inform both the Commissioner and the Minister on Project issues and progress. The works are delivered by Commercial Support Team and the Security Team provide the technical advice. A Project Control Group convenes monthly to control and coordinate the project deliverables. This group reports directly to the Executive Management Group.

3.4 Construction Program

Subject to Parliamentary Works Committee approval, construction is expected to commence in February 2017 and be completed by December 2017. The program is included as **Attachment C**.

4 IMPACT ON LOCAL COMMUNITIES

4.1 Economic Impact

The proposal will have a positive economic impact on the local communities. The project will generate increased employment opportunities for businesses in Canberra and in the sites around the country and lead to the anticipated continual employment from February to December 2017 in the following sectors:

- a. Professionals/Consultants: Approximately six separate companies will be engaged to provide consultancy services during project delivery. This is likely to involve 10 to 12 employees in order to ensure that the timeframes and deliverables are achieved.
- b. Contractors: There is likely to be a need for up to approximately 4 trade companies and 20 personnel for each of the eight sites (and off site including manufacturers and suppliers) during the project delivery. This will assist in keeping staff and contractors gainfully employed.
- c. Other businesses within the cities where the work is undertaken includes hospitality and other services industries.

There will be minimal disruption to local community activities either during or post construction. Construction traffic will have minimal impact on local traffic networks with project activities to be coordinated the relevant statutory authorities. There will be minor disruption to traffic in some locations where bollards are installed at the car park entrances.

4.2 Consultation with Relevant Authorities and Stakeholders

During the development of the Project, consultation has occurred with AFP employees and other AFP stakeholders. In addition, consultation has occurred or will occur, with the following key external stakeholders:

- a. Department of Finance;
- b. National Capital Authority;
- c. Local Councils for each site;
- d. Building Owners for each site.

4.3 Staff Consultation

The AFP has established internal consultation and decision making mechanisms which will be employed throughout the Project. Due to the nature of the works which do not change the function of any of the spaces, other than some function of the foyers, the majority of the consultation will include those delivering the security services and maintaining the utilities that will be impacted by the works.

4.4 Public Value

The AFP requires suitable and safe office accommodation to ensuring the AFP is adequately positioned and appropriately resourced to deal with a complex and shifting law enforcement environment. Public value associated with this proposal is realised through providing the AFP a safer environment to perform its function of enforcing Commonwealth Criminal Law, contribute to combating organised crime and protect Commonwealth and National interests from criminal activity in Australia and overseas.

4.5 Revenue

There will be no revenue derived from the project.

**ATTACHMENT A
TO SUBMISSION 1**



**AUSTRALIAN FEDERAL
POLICE
FACILITY SECURITY
ENHANCEMENT
PROJECT**

**LETTER TO PARLIAMENTARY
WORKS COMMITTEE OF
9 AUGUST 2016**





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9 August 2016

The Chair
Parliamentary Standing Committee on Public Works
PO Box 6021
Parliament House
Canberra ACT 2600

Dear Sir/Madam

Australian Federal Police Facility Security Enhancements Project

The Australian Federal Police (AFP) has been funded by the Australian Government in the 2016/17 Federal Budget to undertake the AFP Security Enhancements Project (the Project). The Project involves the upgrade of security at eight AFP facilities around Australia. The Project was proposed by the AFP to the Australian Government in response to vulnerability assessments that have been undertaken by the AFP in 2015 and 2016 and the works are considered necessary to improve the level of protection provided by the AFP to its workforce.

The value of the Project is \$39 million. The AFP have commenced the planning and design for the Project and are planning to bring forward Statement of Evidence to the Public Works Committee (PWC) in October 2016 with the aim of securing a PWC Hearing by the end of 2016.

There are a number of specific scope items which are considered to have a level of criticality that requires them to be undertaken as soon as possible for the security of the AFP workforce. These are considered critical now because of the evolving threat in the last year, as evidenced by the recent vehicle attacks on the Merrylands Police Station in Sydney on 22 July 2016 and Adelaide Police Station on 4 August 2016.

As a result of the critical nature of the specific scope items to the safety of the AFP workforce, the AFP has decided to proceed with these elements ahead of the PWC Hearing and Report. It should be noted that only one of these activities involves material physical works with the other two involving purchasing long lead time items to minimise the time to deliver these works. The three identified Project works that the AFP has decided to proceed with and the reason for proceeding are detailed in the sub-paragraphs below.

- a. Installation of fixed bollards around the Sydney Headquarters of the AFP. This work will ensure a stand-off distance for vehicles reducing the risk of an incident similar to the recent attack on the Merrylands Police Station in Sydney and Adelaide Police Station. A development application has been secured from the Sydney City Council and work is scheduled to commence in August. The value of this work is approximately \$500,000.

-2-

- b. Ordering of hostile vehicle management systems to control vehicle access at the Sydney, Melbourne and Perth Headquarters of the AFP – the time from ordering to arrival of these systems is at minimum of four months and ordering now will reduce the period of installation by the same period months compared to waiting until the PWC Report is handed down. The value of the bollards will be approximately \$300,000 and the design will be completed to a level of detail that will enable the bollards to be ordered in September 2016.
- c. Ordering and installation of new servers and computers for AFP security system – this measure will enable the security system to be hosted on servers that are stand-alone from the AFP general data servers. The growth of the AFP in recent years has stretched the capacity of the data servers and this has impacted on the reliability of the security system, resulting in the system experiencing periodic failures. The purchase of the new servers and computers will provide security staff more certainty in monitoring movement and an increased capacity to react quickly to any incident. This early work will also include the trialling of dual factor authentication such as optical scanning. The cost of the ordering of the servers and computers and the trial of the dual factor authentication is approximately \$1.1 million.

The total amount of work to proceed ahead of the PWC hearing is \$1.7 million from the Project budget of \$39 million, this representing less than 5% of the Project budget. The AFP will include the three scope items in the Statement of Evidence.

The fundamental reason the AFP has decided to proceed with these works is because of the duty of care to the workforce. The AFP acknowledges the role of the PWC in delivering efficient and effective government and in no way seeks to reduce the level of public accountability of the Project in the PWC process. Had the PWC been formed the AFP would seek approval prior to proceeding, however this is not possible at present.

In making this decision the AFP has considered the following factors: (i) duty of care to the AFP workforce is the most important responsibility of the AFP leadership, (ii) the works have been assessed as critical to this duty of care, (iii) the PWC process will still be followed for the Project, and (iv) the works to be undertaken prior to the PWC represent less than 5% of the Project budget.

Thank you for your understanding of the situation and we look forward to bringing forward the Statement of Evidence and answering your questions at the PWC Hearing for the Project later in the year.

Yours sincerely



Helen Elliott
Performing the duties of
Manager Commercial Support

SUBMISSION 1

ATTACHMENT C



AUSTRALIAN FEDERAL POLICE FACILITY SECURITY ENHANCEMENT PROJECT

PROGRAM IN THE FORM OF A GANTT CHART



Australian Federal Police Facility Security Enhancement Project Submission 1



