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The Parliament of the Commonwealth of Australia

# **Seventy-Third Annual Report**

**Parliamentary Standing Committee on Public Works**

February 2010  
Canberra

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## **Membership of the Committee**

**Chair** Senator the Hon Jan McLucas (from  
24/6/09)

Hon Mark Butler MP (to 15/6/09)

**Deputy Chair** Senator the Hon Judith Troeth

**Members** Mr Nick Champion MP

Senator Mark Bishop (to 24/6/09)

Mr John Forrest MP

Senator Michael Forshaw

Ms Jill Hall MP (from 15/6/09)

Hon Peter Lindsay MP

Hon Roger Price MP

Hon Peter Slipper MP

## **Committee Secretariat**

**Secretary** James Catchpole

**Inquiry Secretary** Siobhán Leyne

**Research Officer** Thomas Gregory

## Annual Report

- 1.1 Under Section 16 of the *Public Works Committee Act 1969* (the Act) the Parliamentary Standing Committee on Public Works is required to provide a report of proceedings in the previous calendar year to each House of Parliament.
- 1.2 The Act requires all proposed public works costing over \$15 million to be referred to the Committee for consideration and report. During 2009 the Committee examined 14 works which had a combined cost of \$3.3 billion. A list of the works and their individual costs is at Appendix A. A list of works notified to the Committee under \$15 million is at Appendix B.
- 1.3 One work referred to the Committee, which was the provision of housing for Defence at Yamanto Hills, Queensland, by Defence Housing Australia, was withdrawn from the Committee's consideration. The reason for this withdrawal is outlined in Report 3/2009.
- 1.4 The Committee's reports, submissions to each inquiry and transcripts of associated public hearings are available on the Committee's website.<sup>1</sup> The Committee's website also provides copies of previous reports and also the procedure manual that agencies use to assist them prepare projects for Committee review. A list of all the Committee's meetings and hearings held during the year is at Appendix C.

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1 <[www.aph.gov.au/pwc](http://www.aph.gov.au/pwc)>.

## **Inquiries and reports**

- 1.5 As noted in previous annual reports, the Committee is conscious of its responsibility to consider works expeditiously. During 2009 the average inquiry was completed in nine weeks. The inquiry process allows time for the public to comment on proposed public works, the Committee to inspect the proposed work site(s) and to hold public and private hearings to take evidence. The Committee also considers the parliamentary sitting calendar when planning its inquiry timetable to ensure that reports can be finalised and tabled promptly when both Houses of Parliament are sitting.<sup>2</sup>

## **Confidential Cost Estimates**

- 1.6 Any delays in inquiry timeframes in 2009 generally related to the need for proponent agencies to provide more information to the Committee – usually in relation to project costs.
- 1.7 Agencies prepare confidential cost estimates for proposed works for the Committee. These estimates are not made public by the Committee in order that construction contract negotiations are not affected. The Committee examines the confidential cost estimates for each proposed work with the proponent agency in a confidential hearing immediately before or after the public hearing associated with the project.
- 1.8 On several occasions during 2009 the Committee sought more financial information from agencies as the cost estimates lacked sufficient detail or precision. It is important that the estimates are specific enough to give the Committee confidence that projects have been accurately costed and can be completed without cost overruns.
- 1.9 During 2010 the Committee will be looking to ensure that the overall quality of the confidential cost estimates provided improves.

## **Urgent and confidential works**

- 1.10 During the year there was discussion in both the House of Representatives and the Senate about works that were exempt from the Committee's scrutiny. The Act allows the House of Representatives to resolve that a work is urgent and that it can commence without referral to the
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2 In any event, a work cannot commence until after the committee has reported to both chambers and the House of Representatives has resolved that the work can commence – the latter which can only occur when the House is sitting.

Committee. Likewise, the Governor-General can declare that a work is for defence purposes and that reference of the work to the Committee would be contrary to the public interest.<sup>3</sup>

- 1.11 During 2009 an exemption on the grounds of urgency was sought by the Government and granted by the House of Representatives after debate for works associated with delivery of the Regional Blackspot Backbone Program of the National Broadband Network.<sup>4</sup> In addition, an earlier 2007 exemption of the new Australian Security and Intelligence Organisation (ASIO) building in Canberra from PWC scrutiny on the grounds that reference of the work to the Committee would be contrary to the public interest was subject to criticism in the Senate.<sup>5</sup>
- 1.12 The Committee wishes to remind observers that it does not decide whether works should be exempt from its scrutiny on the grounds of urgency or security. That decision is the responsibility of the House of Representatives or the Governor-General respectively.
- 1.13 Having said that, the Committee believes that it demonstrated in 2009 that it is well placed to consider proposed works both expeditiously and, if necessary, confidentially.
- 1.14 During the year the project to redevelop the Tarin Kowt base in Afghanistan, which was both urgent and sensitive militarily, was referred to and successfully considered by the Committee. The Committee dealt with the referral in less than four weeks, taking the majority of its evidence in-camera and by confidential submission. As a result, the Committee was able to assure both the Senate and the House of Representatives that the need, scope and cost of the works were appropriate.<sup>6</sup>
- 1.15 As it has stated in the past, the Committee does not see the failure of agencies to allow for the parliamentary approval process in their timetables as grounds to seek an exemption from scrutiny on the basis of urgency. However, the Committee will always do its best to expedite genuinely urgent works. Similarly, the Committee's ability to take evidence in camera and report to Parliament without revealing sensitive information means that the Committee can successfully review works that

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3 Sections (18)(b)&(c), *Public Works Committee Act 1969*.

4 *House of Representatives Hansard*, 17 September 2009, pp. 9950-9953.

5 *Senate Hansard*, 20 August 2009, p. 5502-3, 5514; 9 September 2009, p. 6215; 14 September 2009, p. 6426-7.

6 See Parliamentary Standing Committee on Public Works (PWC), *Report 7/2009: Referrals Made August to October 2009*, pp35-36.

might otherwise be exempted from any formal parliamentary review on security grounds.

## **Project updates**

- 1.16 Agencies are required to inform the Committee of any significant changes to the original scope, function, design or cost of projects that have already been approved by the Committee. On occasion, the Committee also requests, through its reports, that it be provided with updates on particular aspects of projects for which it has any concerns. For example, in Report 6/2009, the Committee recommended that it be presented with the detailed design plans for stages 2 and 3 of the Villawood Immigration Detention Facility prior to construction commencing.<sup>7</sup>
- 1.17 In 2009, the Committee received several briefings on projects where significant design changes had been made. On the whole, the Committee was satisfied that changes were unavoidable or desirable and had been made in an open and transparent manner. However, the Committee remains cognisant of its authority under Section 19 of the Act to review projects should it not be satisfied with any changes to the project as presented. For example, in August 2009 the Committee received a briefing from the Australian Federal Police (AFP) regarding scope changes to the AFP headquarters at the Edmund Barton Building, in Barton, ACT.
- 1.18 Under changes to be implemented as an outcome of the Auditor-General's Report 20/2008-09 (discussed later in this report), agencies will now be required to report to the Committee on project completion. The Committee looks forward to receiving these reports.

## **Medium works**

- 1.19 In 2009 the Committee commenced publishing for the first time a list of all medium works of which it is notified. Medium works are those costing more than \$2 million but less than the \$15 million 'threshold amount' which triggers a full committee inquiry. In 2009, the Committee was notified of 78 medium works having a combined cost of \$425.31 million. The list of medium works is at Appendix B.

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7 PWC, *Report 6/2009: Redevelopment of the Villawood Immigration Detention Facility*, Recommendation 2.

- 1.20 Details of medium works have not been released in the past. However after consultation with the Minister for Finance and Deregulation, the Committee resolved to publish limited information on medium works in the interests of increasing the accountability of public works delivery. The Committee now publishes on its website the following information on medium works:
- project title;
  - name of agency; and
  - date on which the Committee was notified of the proposed work.
- 1.21 On two occasions during 2009, the Committee declined requests for medium works approval.
- 1.22 On the first occasion, an agency requested that a package of works be considered as two medium works projects. The Committee declined this request on the grounds that the works were interrelated and therefore one larger work. This combined work was later referred to the Committee for a full inquiry.
- 1.23 On the second occasion, the medium works related to a project already before the Committee. The Committee felt that the agency's request for medium works approval pre-empted the outcomes of the full inquiry. Accordingly, the Committee considered both works as one at an inspection and public hearing before agreeing that the medium works could proceed separately prior to the report of the full inquiry being tabled in Parliament.

## Auditor-General's report

- 1.24 In February 2009 the Auditor-General tabled his Report 20, 2008-09 entitled *Approval of Funding for Public Works*.<sup>8</sup> The audit made four recommendations, in short that:
- the Committee be provided with greater information regarding the level of confidence attaching to project estimates;
  - guidelines be developed for the preparation of cost information provided to the Committee, including whole of life costing;

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8 The audit report can be found in full on the Australian National Audit Office's website at <[www.anao.gov.au](http://www.anao.gov.au)>.

- proponent agencies undertake a project-review process at project completion; and that
  - proponent agencies provide a project-finalisation report to the Committee.
- 1.25 Both the Committee and the Minister for Finance and Deregulation supported the audit recommendations and the Minister directed his department to implement them. The Committee understands that the Department of Finance and Deregulation will be introducing guidelines meeting these recommendations during 2010.

## Conclusion

- 1.26 The Committee thanks all those who have assisted or participated in the Committee's inquiries in 2009. In particular, the Committee acknowledges the efforts of the Special Claims and Land Policy Branch of the Department of Finance and Deregulation for its work in helping agencies to prepare referrals to the Committee.
- 1.27 The Committee also continues to seek advice on matters affecting public infrastructure and thanks all those organisations which provided briefings on relevant topics during the year.

Senator the Hon Jan McLucas  
Chair  
4 February 2010



## Appendix A – Reports presented and value of works in the year ending 31 December 2009

Report number	Report Title and/or works addressed	Tabled	Cost (\$m) <sup>1</sup>
	Seventy-second Annual Report	10 March 2009	n/a
1/2009	Enhanced Land Force Stage 1 Facilities Project	10 March 2009	793.1
2/2009	Redevelopment of RAAF Base Edinburgh, Adelaide, South Australia	26 May 2009	99.6
3/2009	Referrals Made February and March 2009	23 June 2009	
	Fit-out of new leased premises for the Australian Securities and Investments Commission in Sydney, New South Wales		35.2
	Construction of housing for Defence at Yamanto Hills, Ipswich, Queensland		n/a <sup>2</sup>
4/2009	Construction of a new Australian Embassy complex, Jakarta, Indonesia	18 August 2009	415.1
5/2009	Referrals made May to June 2009	15 September 2009	
	Fitout and external works, ANZAC Park West, Parkes, Australian Capital Territory		45.5
	Fitout of Tuggeranong Office Park, Greenway, Australian Capital Territory		29.8
6/2009	Redevelopment of the Villawood Immigration Detention Facility	23 November 2009	186.7
7/2009	Referrals made August to October 2009	23 November 2009	
	Construction of housing for Defence on Gordon Olive Estate, Brisbane, Queensland		27.2
	Construction of housing for Defence at Larrakeyah Barracks, Darwin, Northern Territory		52.4
	Midlife engineering services refurbishment at the Australian Embassy, Paris, France		28.3
	Enhanced Land Force Stage 2 Facilities Project		1457.8

1 Costs do not necessarily include GST, see relevant report for full details. Figures are rounded to the nearest one hundred thousand dollars.

2 Withdrawn from consideration

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<b>Report number</b>	<b>Report Title and/or works addressed</b>	<b>Tabled</b>	<b>Cost (\$m)<sup>1</sup></b>
	Works for Defence at Tarin Kowt, Afghanistan		86.5
	Tropical marine research facilities, Townsville and Cape Ferguson, Queensland		49.5
<b>Total cost</b>			3306.7

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## **Appendix B – Works under \$15 million notified to the Committee in the year ending 31 December 2009**

<b>Project Title</b>	<b>Agency Name</b>	<b>Date notified to Committee</b>
32 Townhouses in Everton Park, Brisbane, QLD	Defence Housing Australia	7 January 2009
Building conservation and adaptive reuse, carpark, infrastructure and landscaping at Middle Head Road Mosman, NSW	Sydney Harbour Federation Trust	11 February 2009
Three works, Middle East	Department of Defence	23 February 2009
Construction of 802 houses: medium works capital projects 2009/10 – 2010/11, various locations	Defence Housing Australia	24 February 2009
Fitout of new leased premises for the Global Carbon Capture and Storage Institute in Canberra, ACT	Department of Resources, Energy and Tourism	5 March 2009
Defence Imagery and Geospacial Organisation, Emergency Power Generation, Canberra, ACT	Department of Defence	16 March 2009
Fitout of 'Sydney CLC-Lionel Bowen building Level 8 and 9', Sydney, NSW	Family Court of Australia	16 March 2009
Fitout of Medicare Australia offices at 130 Stirling Street, Perth, WA	Medicare Australia	7 April 2009
Fitout of Medicare Australia offices at 209 Greenhill Road, Adelaide, SA	Medicare Australia	7 April 2009
Fitout of new leased premises for the Department of Education, Employment and Workplace Relations at 15 Mort Street, Canberra City, ACT	Department of Education, Employment and Workplace Relations	7 April 2009
Mentoring and reconstruction task force project	Department of Defence	29 April 2009
Field Firing Training System,	Department of Defence	3 June 2009

<b>Project Title</b>	<b>Agency Name</b>	<b>Date notified to Committee</b>
Shoalwater Bay Training Area, QLD		
Upgrade of Potable Water Infrastructure, RAAF Pearce, WA	Department of Defence	3 June 2009
Australian Super Hornet Weapons Storage Facilities, Defence Establishment Orchard Hills, NSW, RAAF Base Williamtown, NSW and RAAF Base Amberley, QLD	Department of Defence	3 June 2009
Explosive Ordnance Storage Facilities Upgrade, Defence Establishment Orchard Hills, NSW, Mangalore, VIC and Myambat, NSW	Department of Defence	3 June 2009
Reconstruction of failed pavement, resealing of roads and other minor works, Uluru-Kata Tjuta National Park, NT	Director of National Parks	5 June 2009
Golf Club Conservation and Adaptive Reuse, Quarry Car Park, Infrastructure and Landscaping, Middle Head Road, Mosman, NSW	Sydney Harbour Federation Trust	11 June 2009
Building Renovation Project, Lower Plenty Road, Yallambie, VIC	Australian Radiation Protection and Nuclear Safety Authority	19 June 2009
Russell Building 5 Sub-Basement Refurbishment, Russell, ACT	Department of Defence	22 June 2009
Fitout of leased premises at 199 Collins St, Hobart, TAS	Medicare Australia	3 July 2009
Asia Pacific Centre for Military Law, Military Law Centre, Sydney, NSW	Department of Defence	3 June 2009
Fitout of leased accommodation at 199 Collins St, Hobart, TAS	Medicare Australia	3 July 2009
Fitout of leased accommodation at 39-41 Woods St, Darwin, NT	Department of Education, Employment and Workplace Relations	10 July 2009
Refurbishment of Second World War Galleries	Australian War Memorial	20 July 2009
Fitout of premises at Jacana House, Woods St, Darwin, NT	Department of Families, Housing, Community Services and Indigenous Affairs	27 July 2009
One work, Middle East	Department of Defence	6 August 2009
Newcastle Refurbishment and Additional Courtroom Project, Newcastle, NSW	Family Court of Australia	17 August 2009
Australian Federal Police Operations Co-ordination Centre, ACT	Australian Federal Police	19 June 2009
12 homes in North Lakes, Brisbane, QLD	Defence Housing Australia	28 August 2009

<b>Project Title</b>	<b>Agency Name</b>	<b>Date notified to Committee</b>
Fitout of premises at 280 Thomas St, Dandenong, VIC	Department of Human Services	31 August 2009
Perimeter Security Works at the Australian High Commission in Islamabad, Pakistan	Department of Foreign Affairs and Trade	1 September 2009
Fitout, 1 Molonglo Drive, Brindabella Business Park, Canberra Airport, ACT	Department of Defence	4 September 2009
Fitout, 25 Brindabella Circuit, Brindabella Business Park, Canberra Airport, ACT	Department of Defence	4 September 2009
Fitout of leased premises, William St, Perth, WA	Department of Human Services	15 September 2009
Residential housing in Augustine Heights, Ipswich, QLD	Defence Housing Australia	29 September 2009
Adelaide Aircraft Noise Insulation Works, SA	Department of Infrastructure, Transport, Regional Development and Local Government	1 October 2009
Office Fitout Works for 38 Sydney Avenue and 44 Sydney Avenue, Forrest, ACT	Department of Broadband, Communications and the Digital Economy	9 October 2009
Darwin Coastal Environmental Research Laboratories Expansion project, NT	Australian Institute of Marine Science	22 October 2009
Urgent Works Christmas Island (Demountable Accommodation) – Two Stages	Department of Immigration and Citizenship	26 October 2009
Raceview Housing Construction project (20 homes), QLD	Defence Housing Australia	29 October 2009





## **Appendix C – Committee meetings and hearings in the year ending 31 December 2009**

<b>Number</b>	<b>Date</b>	<b>Location</b>	<b>Type</b>
26	21 January 2009	Brisbane, QLD	Private*
27	22 January 2009	Townsville, QLD	Public**
28	5 February 2009	Canberra, ACT	Private
29	6 February 2009	Wagga Wagga, NSW	Private*
30	26 February 2009	Canberra, ACT	Private
31	12 March 2009	Canberra, ACT	Private
32	13 March 2009	Sydney, NSW	Public**
33	19 March 2009	Canberra, ACT	Private
34	21 April 2009	Adelaide, SA	Public**
35	14 May 2009	Canberra, ACT	Private
36	18 June 2009	Canberra, ACT	Private
37	25 June 2009	Canberra, ACT	Private
38	4 August 2009	Canberra, ACT	Public**
39	13 August 2009	Canberra, ACT	Private
40	20 August 2009	Canberra, ACT	Private
41	10 September 2009	Canberra, ACT	Private
42	17 September 2009	Canberra, ACT	Private
43	18 September 2009	Melbourne, VIC	Private*
44	22 September 2009	Sydney, NSW	Public**
45	12 October 2009	Brisbane, QLD	Public**
46	26 October 2009	Canberra, ACT	Public***
47	29 October 2009	Canberra, ACT	Private***
48	30 October 2009	Singleton, NSW	Private*
49	4 November 2009	Brisbane, QLD	Public**
50	5 November 2009	Townsville, QLD	Private*
51	5 November 2009	Townsville, QLD	Public**

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<b>Number</b>	<b>Date</b>	<b>Location</b>	<b>Type</b>
52	9 November 2009	Darwin, NT	Public**
53	19 November 2009	Canberra, ACT	Private
54	26 November 2009	Canberra, ACT	Private

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Prior to some public hearings, the Committee held short private meetings to deal with business before it.

\*Site inspection only

\*\*Site inspection, public hearing and in-camera hearing

\*\*\*Public hearing and in-camera hearing