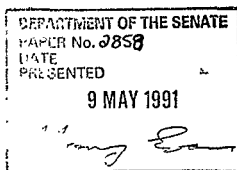


The Parliament of the Commonwealth of Australia  
Parliamentary Standing Committee on Public Works



Report Relating

to the

Construction of  
Australian Embassy Complex,  
Jakarta, Indonesia

(Fourth Report of 1991)

Australian Government Publishing Service  
Canberra



*Parliamentary Standing Committee on Public Works*

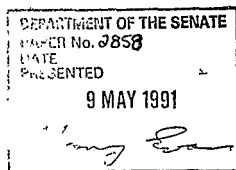
## REPORT

relating to the

# CONSTRUCTION OF AUSTRALIAN EMBASSY COMPLEX, JAKARTA, INDONESIA

(Fourth Report of 1991)

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



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## MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE

### ON PUBLIC WORKS

(Thirtieth Committee)

Mr Colin Hollis MP (Chairman)  
Mr William Leonard Taylor MP (Vice-Chairman)

#### Senate

Senator Bryant Robert Burns  
Senator Paul Henry Calvert\*  
Senator John Robert Devereux

#### House of Representatives

Mr Ewen Colin Cameron MP  
Mr Lloyd Reginald O'Neil MP  
Mr Russell Neville Gorman MP  
Mr Bruce Craig Scott MP

\* Appointed on 24.8.90 following the retirement of  
Senator Dr Glenister Sheil

Inquiry Staff: Mr Peter Roberts (Secretary)  
Mrs Jackie McConnell (Secretarial Support)

EXTRACT FROM THE VOTES AND PROCEEDINGS OF  
THE HOUSE OF REPRESENTATIVES

NO.38 DATED FRIDAY, 21 DECEMBER 1990

- 4 PUBLIC WORKS - PARLIAMENTARY STANDING COMMITTEE -  
REFERENCE OF WORK - AUSTRALIAN EMBASSY COMPLEX,  
JAKARTA, INDONESIA - CONSTRUCTION: Mr Beddall  
(Minister representing the 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: Construction of an Australian Embassy  
Complex in Jakarta, Indonesia.

Mr Beddall presented plans in connection with the  
proposed work.

Question - put and passed.

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

CONSTRUCTION OF AUSTRALIAN EMBASSY COMPLEX,  
JAKARTA, INDONESIA

By resolution on 21 December 1990 the House of Representatives  
referred to the Parliamentary Standing Committee on Public  
Works for consideration and report the proposal for the  
construction of Australian Embassy Complex, Jakarta,  
Indonesia.

THE REFERENCE

1. This proposal is for the construction of a permanent  
Chancery to replace the present inadequate Chancery and  
recreation facilities. The complex will be built on a recently  
acquired site in the Jakarta central business district. The  
site is in a prestige area close to a number of other  
diplomatic missions and Indonesian Government departments.
2. The main elements of the proposal when referred to the  
Committee were:
  - . a four-level Chancery building
  - . an adjacent two-storey staff amenities building
  - . outdoor swimming pool and tennis court
  - . staff and visitor car parking
  - . associated site works and services
  - . landscaping.
3. The estimated cost of the project when referred to the  
Committee was \$11.6m at December 1990 prices.

## THE COMMITTEE'S INVESTIGATION

4. The Committee received written submissions from the Overseas Property Group (OPG), Department of Foreign Affairs and Trade (DFAT) and Australian Construction Services (ACS) and took evidence from departmental representatives at public hearings in Canberra on 15 February and 11 March 1991.

5. A written submission was received and evidence taken from representatives of the Public Sector Union (PSU) at both public hearings.

6. Written submissions in support of the proposal were also received from the following:

- . Australian Federal Police
- . National Library of Australia
- . Association of Draughting, Supervisory and Technical Employees
- . Australian International Development Assistance Bureau.

7. 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.

8. Due to the restriction in the *Public Works Committee Act 1969* on meetings of the Public Works Committee outside Australia and its external Territories, the Committee was unable to inspect the proposed site or existing accommodation in Jakarta. As pointed out previously by the Committee (see report relating to the Construction of Australian High Commission and Defence Housing, Port Moresby, Papua New Guinea, Ninth Report of 1990), this is completely contrary to the Committee's normal practice as it has always regarded site inspections as an integral and extremely important part of the consideration of a project.

9. The Committee has therefore been hampered in its consideration of the project particularly in relation to the suitability of the proposed site, and has had to rely solely on the evidence put to it. The Committee has approached the Minister for Administrative Services, who is responsible for the administration of the Act, seeking his agreement for the removal of the restriction on Committee or Sectional Committee meetings being held outside Australia.

## COMMITTEE'S CONCLUSION

10. The Committee again draws attention to the continuing difficulty it faces in assessing overseas projects as under current legislation it is unable to meet outside Australia or its external territories.

## BACKGROUND

### Introduction

11. Australia established diplomatic representation in Indonesia (then the Netherlands East Indies) with the appointment of a Special Political Representative in November 1945. Representation was raised to Consulate-General level in February 1947, and to Embassy level in March 1950 following Indonesian independence.

### Diplomatic Representation Overseas

12. The purpose of an Australian Embassy is to represent Australian interests in the host country. Its principal functions are that of negotiation with the host government on matters of concern to Australia, and assessing and reporting to the Australian Government events and developments within the host country and, where appropriate, within the surrounding region.

13. A directive on the co-ordination of Australia's representation overseas was first issued by the then Prime Minister in 1950. It has since been revised and reissued formally on 16 October 1974, and endorsed without alteration by the then Prime Minister on 20 January 1976. The current directive 'Guidelines on the Management of Australia's Overseas Representation' was reissued with a revised text on 14 October 1985 by the present Prime Minister. The directive was designed to ensure that the Government's representatives speak with one voice and that arrangements for giving effect to Australia's policies overseas operate effectively and economically. It states that administrative services should be provided centrally under the control of the department responsible for the management of the mission. In the case of Jakarta this is DFAT.

#### Australian Representation in Jakarta

14. Australia's relationship with Indonesia is one of its most important bilateral relationships. A positive and constructive relationship with Indonesia is crucial to Australia's interests as:

- . Indonesia is, by far, Australia's largest neighbour in terms of population size, area and economy
- . the 1987 Defence White Paper identified Indonesia as being within Australia's 'region of primary strategic interest'
- . Australia's relations with Indonesia are much more broadly based now than has been the case historically. This has been achieved because there has been a clear political will on both sides to develop constructive, mutually beneficial relations over the past two years. Regular exchanges and

meetings now occur across a wide range of fields on both bilateral and multilateral issues

. Australia and Indonesia are developing substantial commercial links. Indonesia is now Australia's sixteenth largest trading partner. In 1989 two-way trade with Indonesia exceeded \$1 504m (an increase of 27.1% over the past two years). During this period Australian exports increased by 78.5% to \$1 062m. The Government believes there are substantial opportunities for further increasing bilateral trade relations and is currently developing and implementing a number of proposals to achieve this goal. Approved Australian investment in Indonesia is estimated to be about \$US586m and is expected to increase as a number of large investments in the mining sector come on stream.

#### Functions of the Australian Embassy in Jakarta

15. The Embassy executes a range of important functions in promoting the bilateral relationship. These include the following:

- . representing Australian interests and concerns in matters of foreign policy to the Government of Indonesia, especially in important regional and multilateral issues such as the Asia Pacific Economic Co-operation Initiative, the Government-Industry Conference on Chemical Weapons, Uruguay Round of GATT negotiations through the Cairns Group, maintenance of a close dialogue on Cambodia and Indochinese refugee issues and preliminary discussions on forestry and other environmental issues



- . reporting on and evaluating political and economic developments in Indonesia as they affect the pursuit of Australian interests
- . advancing Australia's commercial interests in Indonesia, by promoting Australia's capacity to supply Indonesia's import requirements, particularly in those sectors of the Indonesian economy which are developing most rapidly
- . developing, implementing and reviewing Australia's development assistance program in Indonesia
- . developing, implementing and reviewing proposals and programs of the Australia-Indonesia Institute
- . making representation to the Government of Indonesia as required on a range of matters of interest and concern to Australia including human rights
- . arranging and participating in bilateral negotiations with the Government of Indonesia leading to agreements and arrangements across an extensive range of issues which, over the past two years, have included the Timor Gap Zone of Co-operation Treaty, a double taxation agreement, a reinterpretation of the 1974 Memorandum of Understanding concerning Indonesian traditional fishermen, a Memorandum of Understanding concerning Energy and Mineral Resource Consultations and Technical Co-operation, discussions on the development of an Australia-Indonesia Nuclear Science and Technology Co-operation Agreement, quarantine arrangements, understandings in search and rescue, and sustainable development on issues relating to forestry and the environment

- . maintaining discussions across areas involving defence, foreign affairs and trade, minerals and energy, development assistance and fisheries
- . managing the immigration caseload, including the provision of all necessary information to clients and the identification and control of abuses of entry procedures
- . in conjunction with the Australian Consulate in Bali, providing normal consular services and ensuring that the interests of Australian citizens and businesses are protected in accordance with international law
- . providing a secure and efficient passport service
- . making arrangements and providing facilities for visits by Australian ministers, members of parliament and government officials. During the past two years this has included making preparations and arrangements for 23 ministerial visits either by Australian ministers visiting Indonesia or Indonesian ministers visiting Australia and four parliamentary visits (three from Indonesia and one from Australia)
- . acquisition of new material on Indonesia for inclusion in the National Library's substantial collection on South East Asia.

16. Organisations represented at the Embassy include the following:

- . Department of Foreign Affairs and Trade
- . Department of Defence

- . Department of Immigration, Local Government and Ethnic Affairs
- . Australian International Development Assistance Bureau
- . Australian Trade Commission
- . Australia-Indonesia Institute - through the Counsellor (Cultural)
- . National Library of Australia.

#### Future Development of Relations with Indonesia

17. Despite very warm relations in the early post independence period, the relationship between Australia and Indonesia has not been an inherently easy one for either country to manage. In 1986 relations were disturbed when an article appeared in the *Sydney Morning Herald* which Indonesians felt insulted the Indonesian President. That this issue could have such an adverse impact upon the bilateral relationship reflected, in part, the lack of depth in the relationship. Consequently, in order to add more stability to the relationship, the Australian Government has been seeking to encourage the development of greater substance in it.

18. The Indonesian Government has also indicated a willingness to put the relationship on a more even footing. The interest by both sides in adding substance to the relationship can be demonstrated by the fact that there have been seven visits by respective foreign ministers to each others' country in the past two years.

19. The evolving political structures and eventual change in national leadership in Indonesia have the potential to impact upon bilateral relations. Consequently the Embassy will need to continue to following these developments closely.

20. Commercial relations are expected to continue to develop at a solid rate as the industrialisation process in Indonesia continues. One consequence of this transformation will be that Indonesia's import mix will change as these new industries will require inputs which the domestic economy does not produce. The need for the Embassy to be well informed of these developments and opportunities will be heightened during this period.

21. It is vitally important, as the bilateral relationship continues to grow in substance and depth, that the Embassy remain capable of effectively monitoring and co-ordinating the full range of bilateral interactions as they develop.

22. The importance Australia places on its relations with Indonesia has been confirmed by the increasing number of visits by ministers, parliamentarians and senior government officials to Jakarta. It may be confidently expected that Australia/Indonesia bilateral relations will continue to increase and intensify from the present level including in the commercial sphere.

#### THE NEED

23. The Australia Embassy is currently located in two physically separate buildings in the central commercial/retail district of Jakarta now dominated by large multistorey buildings. The Chancery premises one owned by the Australian Government and the other leased are separated by a very busy ten lane major thoroughfare. The owned accommodation, a five storey building opened in 1967 on Jalan Thamrin, is located on a narrow site which is congested by open air car-parking, maintenance workshops, store and plant rooms, and recreation facilities (swimming pool, tennis court, commissariat and amenities room).

24. The owned building has been progressively supplemented with leased space in nearby premises, presently costing \$A513 000 per annum, as the Embassy's functions and staff establishment have expanded over the last few years. This expensive leased office space now accommodates more than half the Embassy's operations. Apart from detracting from the Embassy's efficiency and cost-effectiveness, through the separation of functions and staff, the present office accommodation is inadequate to satisfy existing needs, provides substandard office accommodation, and is adversely affecting the ability of the mission to realise goals and objectives set by government policy. A large hotel and shopping complex has recently been constructed beside and behind the Chancery and overlooks the site. This and the configuration of the building means that up-to-date physical security requirements are not met.

25. The small size of the building, its age and condition do not project an appropriate image for Australia in Indonesia. The Australian Embassy in Jakarta has been accepted by Australian regulatory authorities as being a difficult complex in which to work. It is imperative that office accommodation at the prescribed standards be provided to ensure efficient operation of the mission.

26. The initial design concept has been significantly affected by the growing importance and use of cultural activities by the Embassy to meet policy objectives set by the Australian Government.

27. The increasing interest in, and importance of, the cultural aspects of Australia's relationship with Indonesia have been recognised in the appointment of a specialist cultural counsellor to the Embassy staff and the creation of the Australia-Indonesia Institute with an annual budget of \$1.2m. These initiatives have significantly expanded cultural relations activities by the mission to include enhanced

library facilities and a major cultural program encompassing regular theatrical, musical, art, photographic, film and dance presentations. Cultural activities are also providing an alternative and very productive avenue through which Embassy staff gain access to Indonesian Ministers, senior government officials and important business figures.

28. There is an absence of suitable venues and facilities for the presentation of cultural events in Jakarta. Given the degree of importance attached to cultural relations with Indonesia, and the significant contribution cultural activities make to the efficient and effective operation of the mission, the special purpose cultural space provided in the Embassy design is strongly supported by DFAT.

29. Recreation facilities should recognise the needs of all officers attached to the mission, including dependants, in a difficult living and working environment where public recreation and sporting facilities of a suitable standard are not available.

#### COMMITTEE'S CONCLUSION

30. There is a need to provide a purpose-built complex for the Australian Embassy in Jakarta to enable the mission to fulfil adequately government objectives. The new complex is also needed to provide cultural activity space and staff amenities.

#### THE PROPOSAL

##### Scope of Work

31. The proposed work as referred to the Committee comprised:

the construction of a new four level Chancery building with roof-top plant room. The Chancery

provides office spaces, cultural activity spaces, workshop, storage areas, amenities and plant rooms

- . the construction of an adjacent two-storey staff amenities building
- . outdoor swimming pool and tennis court
- . staff and visitor car parking
- . associated site works and services
- . landscaping.

#### Planning and Design

32. The design for this project has been developed from a proposal of the OPG which is responsible for the acquisition, leasing, management and disposal of land and property overseas. In administering this function OPG is advised by the Overseas Property Committee, which is comprised of senior representatives of user, service and regulatory departments. The Overseas Property Committee has accorded the Jakarta project a high priority among proposed capital works projects, indeed the absence of a suitable site has delayed the project for some three years.

33. The proposal is based on the need to house all Embassy staff in one building in an acceptable standard of office accommodation, to favourably reflect Australia's image in Indonesia, and to meet the Australian Government's obligation as an employer to accommodate properly its employees.

34. All buildings in the complex have been designed to minimise construction costs, being uncomplicated in design, and allowing for traditional, less costly and achievable construction methods.

35. Office and amenity accommodation has been provided in accordance with the design brief prepared by the OPG, with the relevant Australian Government Standards and with recommendations made as a result of consultation with Australian Embassy staff in Jakarta and relevant staff associations in Australia.

36. The design brief sets out user and security requirements, structural, civil, mechanical and electrical engineering and fitout requirements. It also covers important design limitations imposed by local regulations, seismic and climatic factors.

37. The design brief indicated that a number of public access functions should be located preferably on the ground floor. However, after consultation with user groups it has been decided to spread the public areas over levels 1 and 2, with both cultural and immigration facilities being located at the front of the building on level 1. Both levels are provided with separate entrances at podium level.

38. The four-storey development presented to the Committee evolved by raising the ground floor (level 1) above natural ground level and by placing the parking, workshops, store and plantrooms below this level. Public and limited access areas are located on levels 1 and 2 accommodating the reception, immigration, Austrade, cultural, AIDAB, consular and administration facilities. Restricted and secure access areas are located on level 3 with plant located on the roof. This building form allows a logical division of functional and security requirements while maintaining a building mass that allows the Chancery to adequately compete with its eight storey neighbours and project an appropriate image for an Australian Embassy (see Appendix B for construction details).

## Chancery

39. The design of the Chancery is a response to the design brief, local building regulations, climatic conditions, the surrounding built environment and seismic design criteria which dictates a symmetrical plan form.

40. The Chancery is to be of a standard appropriate to Australia's representational requirements in Indonesia. It is required to facilitate the political, trade, cultural, immigration, information and defence interests, supporting Australia's national interests and objectives. It will be constructed in the centre of the block, with recreation facilities to the rear and secure parking under. In accordance with the projected staffing estimates, the Chancery has been designed to accommodate the existing office staff of 58 Australian based plus 148 locally engaged personnel, and has the capacity to absorb another three Australian based and four locally engaged personnel in the initial building envelope. The structural design has been planned to accommodate an additional floor of possible vertical expansion and some horizontal expansion.

41. At the public hearing on 15 February the Committee queried the proposed size of the complex. The Committee believes that because of the importance of Australia's relationship with Indonesia, that it was inevitable staff numbers would expand thus requiring disruptive works to provide additional space. The Committee therefore requested OPG to re-examine the proposed size of the complex particularly focusing on the need to provide for future expansion during the original construction of the building.

42. At the public hearing on 11 March, OPG advised the Committee that the three main options available to increase overall office space in the Chancery are:

- add an additional floor of 1150 m<sup>2</sup> net area. The new floor would be constructed between levels 2 and 3, that is level 3 would be lifted up one floor. The floor would be constructed as a shell only but services would be sized to allow the future fitout of the area. Construction of the shell now will add some \$600 000 to the cost of the project. If the shell was required to be fitted out concurrently a further cost of the order of \$700 000 would apply. Addition of a new floor at a later stage would cost in excess of \$2m. Up to 50 additional staff could be accommodated under this option

- extend the building laterally. The existing design provides for up to an additional 1220 m<sup>2</sup> gross area of lateral expansion space and this could be added progressively either now or at a later stage (without major disruption to building services) - up to 50 additional staff could be accommodated under this option if all 6 elements were constructed. This space is designated Areas A, B, C, E, F and G (see Appendix C). The cost of adding this space now would be \$1.3m whereas addition at a later time would be at least \$2m

- construct additional floors above the amenities area. Foundations are in place to cater for eight staff apartments, but it would be possible to provide three floors of office space instead (gross floor area 1030 m<sup>2</sup>) and to connect the Chancery by way of an airbridge - up to 40 additional staff could be accommodated under this option at a cost of \$1.4m if it is constructed with the rest of the Chancery or \$1.7m if constructed in the future.

43. OPG advised the Committee that in its view:

- . level 2 should be expanded by incorporating areas B and C of the available expansion space - a total of 247 m<sup>2</sup>
- . the shell of a new floor should be included between levels 2 and 3 - this floor would not be fitted out (except fire protection systems) but could be used for storage, etc
- . a close oversight should be maintained over the space issue during the remaining design and construction phases so that any requirement to fit out the new level can be incorporated as required
- . the option of constructing additional floors above the amenities area was not favoured as OPG wished to retain the option of building staff apartments in the future.

44. OPG indicated that DFAT supported these conclusions and advised that the additional cost would be \$880 000 comprising \$600 000 for the extra floor and \$280 000 for the lateral expansion on level 2. However OPG is hopeful that this additional cost will be offset by the fact that power is now expected to be supplied from the local grid and not as earlier advised by the complete generation of all power on site. OPG estimated that approximately 25% of the additional expansion cost could be offset in this way (see Appendix B for details of power supply).

#### COMMITTEE'S CONCLUSION

45. The Committee believes that the project should be expanded during initial construction to include the shell of an additional floor between levels 2 and 3 and lateral expansion at areas B and C of level 2.

#### Space Allocation

46. The Chancery building will be divided into:

- . a secure vault complex
- . a restricted access executive, defence and political area, containing the Head of Mission suite and *offices for senior diplomatic and defence staff*
- . an administrative area, catering for administration, consular and aid staff
- . an Austrade area
- . an immigration area
- . a multi purpose theatre, library/display and staff amenities areas
- . a lunch room for locally engaged staff
- . car parking, storage and services areas.

47. To control movement of persons visiting the Chancery, to prevent unauthorised entry both into the building and between various areas of the building, and to protect classified material from unauthorised personnel, the Chancery will include security measures to the approved standards.

### Staff Apartments

48. The site planning allows for possible later construction of eight apartments at the rear of the site if and when it proves economic. The designers have allowed for the construction of six AS 1 apartments and two AS 2 apartments over the amenities building. The accommodation groupings are in accordance with the standards promulgated by OPG and endorsed by departments with overseas representation. No timetable has been set for such construction as at this stage it is not economic to construct apartments when private developments can meet the current need for apartments for housing Embassy staff in leased accommodation.

### Recreation Facilities

49. Recreation facilities for all Embassy staff are at present provided at the Jalan Thamrin site. It is proposed to develop similar facilities at the new site. Planned facilities include a 25 m swimming pool, a wading pool, tennis court, a barbeque area, and an amenities block which will include a kitchen, servery, change rooms, toilets and multi-purpose games/social function room.

### Provision for the Disabled

50. Access for the disabled is provided to all levels of the Chancery and to the ground level of the staff amenities by means of ramp and lifts. Disabled toilets will be provided on levels 1 and 2 of the Chancery and the ground level of the staff amenities.

### SITE

51. The Australian Government has acquired a prime block of land, of approximately 8 000 m<sup>2</sup>, in central Jakarta approximately 3 km south of the existing Chancery building.

The site is in a sought after area to which major diplomatic missions and international corporations are locating their representative and administrative operations.

52. The present Chancery and site have been exchanged for the new Chancery site with a cash payment of \$US10m to the Commonwealth which is being used to fund the new construction. The Committee was assured by OPG that the financial aspects of this transaction had been thoroughly examined and it was satisfied that the exchange was a favourable one for Australia.

53. The proposed site is a level and cleared block with an 84 m frontage, 74.6 m at the rear and 100 m deep. It is located in an established urban environment of medium rise office buildings, on the eastern side of Jalan Rasuna Said, which is a busy road consisting of a two-lane outer service road and a three-lane inner through road in each direction. Vehicular access to the site is available from the eastern service road. A future road is planned at the rear of the site, but its construction is not anticipated in the near future. Eight-storey office buildings occupy the adjoining land to the north and south, while poor quality housing is situated behind the rear boundary of the site.

54. The Australian Embassy has applied to the Indonesian Foreign Ministry for transfer of title. The Foreign Ministry will co-ordinate the interests of other Indonesian Government departments in the matter. In common with other diplomatic missions in Jakarta the title gives right of use in perpetuity for Embassy purposes.

### COMMITTEE'S CONCLUSION

55. The site chosen for the new Australian Embassy Complex in Jakarta is in a suitable location for its representation and administrative functions.

## SITE PLANNING

56. The buildings have been placed on the site to allow maximum landscaping between the Chancery and the front boundary, thus providing an attractive and appropriate setting, as well as pleasant views for the occupants of the Chancery. A feature of this landscaping is the introduction of a water element, separating the Chancery from the street, which not only acts as a security barrier, but provides an atmosphere of tranquillity in contrast to the heavy traffic on Rasuna Said.

57. The majority of the vehicle parking has been placed under cover, which is the preference of the local authorities and is desirable because of the hot climate.

58. The axis of the Chancery building has been set at 45 degrees to the road frontage, a device which allows the Chancery to be set apart from its neighbours, provides space for an attractive forecourt and allows for a greater variety of views from the Chancery. Staff amenities have been placed at the rear of the site with direct access from the car-park facilitating after-hours use. The amenities are grouped around the pool and are self-contained to avoid disturbance to Chancery activities.

59. All public entry to and exit from the site is located at one controlled point, set back from the front boundary to allow cars to pull off busy Jalan Rasuna Said. From this point pedestrians and vehicles are separated with vehicles proceeding directly to undercover parking or to the passenger drop off point. Pedestrians enter on the axis of the building to the Chancery proper or are directed to the separated immigration and cultural areas.

## ZONING

60. Planning and zoning regulations do not impose any major design restrictions. Plot ratio is 2.5:1 with site coverage set at 45%. Buildings are limited to eight storeys with side and rear set-backs of 5.5 m and front set-back of 15 m. There is a requirement that the area between the road and the building be a landscaped area and that on-site parking be provided at the ratio of one car per 80 m<sup>2</sup>, preferably placed underground.

## CLIMATE

61. The Jakarta climate is hot and humid all year with a daily average maximum temperature of 30 degrees Celsius, a daily average minimum temperature of 23 degrees Celsius and a mean relative humidity of 68%. The average annual rainfall is 1800 mm. Heavy falls occur in the rainy season months of December to March with 200 mm falling in both January and February.

## ENERGY CONSERVATION

62. The design of the Embassy building incorporates the following passive energy conservation measures:-

- . the building has been positioned close to the northern boundary of the site and will gain some shading from the adjacent eight storey building
- . individual windows have been provided on upper floors and are to be covered with screening for solar heat and glare control
- . at lower levels, windows will be protected from solar heat and glare by pergolas, screen structures and cantilever floor overhangs



external walls are clad in white ceramic tiles which will reflect heat.

63. The Committee was advised that the air-conditioning system has been split between a number of plant-rooms so that the system can be set to the level of occupancy of the building at a particular time. Variable air volume units will be used to maximise flexibility of the system.

64. ACS indicated that, with a mains power supply, an energy target of 560 megajoules per square metre per annum had been set for the building. This compares with consumption figures of 640 megajoules and 770 megajoules for chanceries in Kuala Lumpur and Bangkok respectively. ACS also advised that an energy audit would be conducted after completion of the building to verify the design figures.

65. ACS undertook an analysis of the use of solar energy but it was found to be marginally more expensive than the other options under consideration. This is due to the relatively low cost of electricity and the low cost of fuel for operating diesel generators in Jakarta.

66. OPG also pointed out that the use of solar was excluded because the roof-top location of solar collectors would potentially have an adverse effect on the location of other roof-top facilities such as radio aerials etc.

#### COMMITTEE'S RECOMMENDATION

67. The Committee recommends that it be provided with a copy of the energy audit of the Australian Embassy Complex in Jakarta which is to be undertaken following its completion.

#### AUSTRALIAN CONTENT

68. ACS has been commissioned as principal architectural consultants for the concept design of the complex and approximately 30% of the design documentation for calling of tenders for a documentation and construction contract.

69. ACS has in turn obtained architectural and engineering advice from sub-consultants in Jakarta. Australian contractors have been included in the group of contractors invited to prequalify as possible tenderers for completion of documentation and construction.

70. The consultants and contractors will be urged to specify and use Australian products to the extent practicable including Australian carpet and furniture. OPG advised the Committee that it estimated that approximately 25% of the project cost would be spent in Australia.

#### AUTHORITIES

71. The Jakarta Planning Office has been consulted regarding permits, building approvals and local planning requirements. Those requirements have been incorporated into the design.

72. Other authorities consulted during the design phase include:

- . National Electricity Company
- . Regional Water Supply
- . Regional Sewerage Company
- . Provincial Division of Public Works.

#### CODES AND STANDARDS

73. Design and construction of the works will conform with the local requirements and standards. Australian or other internationally recognised codes of practice will be used if local codes are unavailable or their requirements are for lesser standards.

#### CONSULTATION

74. To ensure that the design brief reflects the needs of the staff involved, consultations were held with officers of user departments, and with staff associations. The user departments involved in the development of the proposal were:

- . Department of Foreign Affairs and Trade including the Australian International Development Assistance Bureau
- . Department of Immigration, Local Government and Ethnic Affairs
- . Department of Defence
- . Australian Trade Commission.

75. The following staff associations were invited to participate:

- . Foreign Service Families Association
- . Foreign Affairs and Trade Association
- . Public Sector Union
- . Family Liaison Officer - Department of Foreign Affairs
- . Australian Journalist Association
- . Professional Officers' Association
- . Professional Radio and Electronics Institute of Australia

- . Association of Draughting Supervisory and Technical Employees
- . Armed Forces Federation of Australia.

76. Input was received from the following and considered during the design process:

- . Public Sector Union
- . Foreign Affairs and Trade Association
- . Professional Officers' Association
- . Armed Forces Federation of Australia.

77. In its report on the construction of the Australian High Commission and Defence Housing, Port Moresby, Papua New Guinea (Ninth Report of 1990) the Committee noted concerns from the PSU regarding the adequacy of the consultation process undertaken by OPG in relation to that project. However on this occasion the PSU has complimented OPG on the consultation process, particularly the appointment of a PSU representative to the Jakarta Steering Committee and Working Party. User departments, trade unions and other interested groups were invited to submit a list of requirements for the new complex and an inspection team visited Jakarta in January 1991 for site inspections, consultation with officers at the mission and discussions with local authorities. The PSU representative did not take part in the visit. The PSU believes that ideally its representative should take part in such visits but funding is not available. However the Committee understands that the PSU will continue consultation with OPG on issues of concern to it including:

- . protective security arrangements
- . occupational health and safety
- . new technology and general welfare issues.

78. The Committee is pleased to note the improved consultation process adopted by OPG for the Jakarta project and believes this process should be continued for all future projects sponsored by OPG. It should take particular care to ensure that adequate and timely consultation is undertaken with the Ambassador and staff at overseas missions.

79. At the public hearing on 15 February 1991 the Committee requested that the Ambassador and staff in Jakarta be given the opportunity of making their views known directly to the Committee. The responses reinforced the Committee's view that an additional floor and some lateral expansion should be included in the project at this stage. The Committee also notes the need for continued consultation during the design and construction phase to resolve issues of detail including facilities for maintenance staff and the provision of natural light in the area to be occupied by political section secretaries.

80. The mission also criticised the architectural merit of the design of the Embassy complex believing that it did not adequately reflect the importance of Australia's relationship with Indonesia. While not wishing to enter into a debate on the architectural merits of this project the Committee believes that the design rationale for Australian embassies should be reassessed. In particular OPG should determine what designs are meant to achieve for example a sense of Australian identity, a prestige image or merely a functional solution to suit a particular design requirement.

#### PROGRAM

81. Tenders for the detailed design, working documentation and construction of the facility will be invited in April 1991. Completion is programmed for April 1993.

#### LIMIT OF COST

82. The estimated cost of the proposal when referred to the Committee was \$11.6m at December 1990 prices. Because of the unexpected need to provide for on-site power generation the estimated cost at the time of the public hearing in February 1991 had increased to \$12.4m at December 1990 prices. However while it appears that on-site power generation will now not be required, OPG wishes to retain the additional cost in the estimate until this is confirmed. The estimated out-turn cost based on the \$12.4m is \$16.91m and includes allowances for inflation, tender stage write up, construction contingency, rise and fall, consultants fees and site office running costs. The estimated cost of the additional floor and lateral expansion recommended by the Committee is \$880 000.

#### COMMITTEE'S RECOMMENDATION


83. The Committee recommends the construction of the work in this reference at an estimated cost of \$12.4m at December 1990 prices. The Committee also recommends the construction of an additional floor and lateral expansion at a further cost of \$880 000.

## CONCLUSIONS AND RECOMMENDATIONS

84. The Committee's conclusions and recommendations, and the paragraph in the report to which each refers, are set out below:

	Paragraph
1. THE COMMITTEE AGAIN DRAWS ATTENTION TO THE CONTINUING DIFFICULTY IT FACES IN ASSESSING OVERSEAS PROJECTS AS UNDER CURRENT LEGISLATION IT IS UNABLE TO MEET OUTSIDE AUSTRALIA OR ITS EXTERNAL TERRITORIES.	10
2. THERE IS A NEED TO PROVIDE A PURPOSE-BUILT COMPLEX FOR THE AUSTRALIAN EMBASSY IN JAKARTA TO ENABLE THE MISSION TO FULFIL ADEQUATELY GOVERNMENT OBJECTIVES. THE NEW COMPLEX IS ALSO NEEDED TO PROVIDE CULTURAL ACTIVITY SPACE AND STAFF AMENITIES.	30
3. THE COMMITTEE BELIEVES THAT THE PROJECT SHOULD BE EXPANDED DURING INITIAL CONSTRUCTION TO INCLUDE THE SHELL OF AN ADDITIONAL FLOOR BETWEEN LEVELS 2 AND 3 AND LATERAL EXPANSION AT AREAS B AND C OF LEVEL 2.	45
4. THE SITE CHOSEN FOR THE NEW AUSTRALIAN EMBASSY COMPLEX IN JAKARTA IS IN A SUITABLE LOCATION FOR ITS REPRESENTATION AND ADMINISTRATIVE FUNCTIONS.	55
5. THE COMMITTEE RECOMMENDS THAT IT BE PROVIDED WITH A COPY OF THE ENERGY AUDIT OF THE AUSTRALIAN EMBASSY COMPLEX IN JAKARTA WHICH IS TO BE UNDERTAKEN FOLLOWING ITS COMPLETION.	67

6. THE COMMITTEE RECOMMENDS THE CONSTRUCTION OF THE WORK IN THIS REFERENCE AT AN ESTIMATED COST OF \$12.4M AT DECEMBER 1990 PRICES. THE COMMITTEE ALSO RECOMMENDS THE CONSTRUCTION OF AN ADDITIONAL FLOOR AND LATERAL EXPANSION AT A FURTHER COST OF \$880 000.

  
Colin Hollis  
Chairman  
18 April 1991

## APPENDIX A

### LIST OF WITNESSES

BOREHAM, Mr Kevin James, Assistant Secretary, South East Asia Branch, Department of Foreign Affairs and Trade, Parkes, ACT 2600.

BUCKLEY, Mr John Edward, Assistant Secretary, Resources and Liaison Branch, Department of Foreign Affairs and Trade, Parkes, ACT 2600.

DUNCAN, Mr Jim, Workplace Delegate, Australian Public Sector and Broadcasting Union, Department of Foreign Affairs and Trade, Administrative Building, Canberra, ACT 2600.

DURACK, Mr Stephen John, Head of Practice, Architecture, NSW Regional Office, Australian Construction Services, Locked Bag 10, Post Office, Chatswood, NSW 2067.

MACKAY, Mr John Angus, Acting General Manager, Overseas Property Group, Department of Administrative Services, PO Box 1920, Canberra, ACT 2600.

OAKMAN, Mr Kenneth Ambrose, Director, Diplomatic Security Section, Department of Foreign Affairs and Trade, Parkes, ACT 2600.

ROSENBAUER, Mr Robert William, Assistant General Manager, Civil Projects, Australian Construction Services, 470 Northbourne Avenue, Dickson, ACT 2602.

ROWE, Mr Leslie Adrian, Assistant Secretary, Cultural Relations Branch, Department of Foreign Affairs and Trade, Barton, ACT 2600.

SILVA, Mr Max Edward, Project Manager, Australian Construction Services, Locked Bag 10, Post Office, Chatswood, NSW 2067.

SOLIN, Mr Ian, Workplace Delegate, Australian Public Sector and Broadcasting Union, Department of Foreign Affairs and Trade, Administrative Building, Canberra, ACT 2600.

WILSON, Mr Denis Patrick, Assistant General Manager, Overseas Property Group, Department of Administrative Services, PO Box 1920, Canberra, ACT 2600.

## APPENDIX B

### CONSTRUCTION DETAILS

#### STRUCTURE

1. The structural system will ensure a high level of seismic resistance with minimum damage to internal partitioning and fittings. Jakarta is not considered to be a high risk earthquake area and is equivalent to the most severe risk area in Australia.

2. The Chancery and associated buildings will be reinforced concrete framed structures with shear walls.

3. A piled footing system has been selected as the most appropriate for the ground conditions existing at the site. It has been designed to accommodate an additional floor and some horizontal expansion.

#### MATERIALS AND FINISHES

##### Local Building Industry

4. The local building industry is reasonably sophisticated and labour is cheap. This reflects heavily in the costs of labour intensive trades which are substantially below those costs in Australia.

5. Reinforced concrete is widely used as a structural medium with applied finishes such as render and tiles being evident on many buildings.

6. By comparison, prefabricated and imported materials are expensive and it is to be expected that their installation would lack the quality control available in Australia.

## Materials

7. Generally the design of the building will make use of local building techniques and materials both to maximise the extent of the facility against the available budget and to ensure adequate quality control during construction.
8. Where materials are imported, appropriate emphasis will be given to items of Australian origin.
9. External walls will be of reinforced blockwork finished with ceramic tile. Natural stone will be used to the front entry sections of the building. Windows will be aluminium framed with a factory applied paint finish to frames. Glazing will be a combination of float, plate and special laminated glass treated with a variety of films and screens, depending on security requirements.
10. Internal walls will be a combination of reinforced concrete, masonry or light weight plasterboard partitions. Concrete and masonry walls will be rendered and painted. Higher quality finishes will be used in more significant areas of the Chancery. Ceramic wall tiles will be used in amenities and kitchen areas.
11. Ceiling finishes will include acoustic tiles to office areas and painted suspended plasterboard in amenity areas.
12. Floor finishes to the major public areas will be tiled with selected local stone. The office areas generally will be carpeted. Ablution areas will be ceramic tiled. The staff amenities areas will be tiled with local stone.

## MECHANICAL SERVICES

13. All habitable areas of the Chancery will be air conditioned.

14. The building has been subdivided into a number of air-conditioning zones corresponding with user areas. Each floor will be provided with ducted air distribution systems from separate air handling units located in plant rooms close to the zones to be served. The system will be designed so that each zone can be operated outside normal working hours.

15. Variable air volume units will be used to minimise energy consumption and to maximise flexibility of the system, ensuring optimum control of conditions.

16. Indoor recreation facilities, amenities areas and workshops will be airconditioned using ducted constant volume chilled water fan coil units.

17. Air cooled chillers with localised air handling units are considered most appropriate for Jakarta. With this type of system, substantial energy and plant savings can be made to achieve economical part load operations in the tropical climate.

18. The chillers for the air conditioning system will be located on the roof of the building.

19. The carpark and toilet facilities will require mechanical ventilation only.

20. OPG initially advised the Committee that power supply will be provided by three diesel generator sets due to insufficient public generating capacity. However at the public hearing on 11 March 1991 OPG indicated that it had now been informally advised that power would be available from the local grid. Formal advice is still awaited. An emergency diesel generator set will provide back-up power supply to the secure areas. All diesel generators will be air cooled. Diesel fuel storage sufficient for three weeks continuous full load operation, will be provided by inground storage tanks.

21. Fuel storage will also be provided for diesel and petrol vehicles, and delivered by computer operated security bowsters.

22. Battery powered emergency lighting will be provided to indicate egress from the building in the event of total power failure.

23. Security and general grounds lighting will be provided around the site.

#### HYDRAULIC SERVICES

24. Sewage will be collected and biologically treated in a pretreatment package plant. The resultant effluent which will satisfy World Health criteria, will be discharged to the street stormwater system.

25. Town water is available at the site. This supply will be augmented by a bore sunk on the site to tap groundwater.

26. Drinking water will be provided by means of bottle fed water coolers.

27. For fire fighting purposes, water from the supply mains will be fed into a static storage tank then pressure reticulated around the site.

28. Stormwater will be discharged to the street stormwater drainage system using gravity flow where practical, or pumped to the discharge point from a collection pit in the basement.

#### FIRE PROTECTION

29. All buildings will be constructed and equipped in accordance with Australian Fire Safety Standards and will include:

- . an automatic sprinkler system reticulated from a water storage tank to service the Chancery areas
- . thermal and smoke detectors to plant and special areas
- . fire hydrant and hose reel systems
- . hand extinguishers.

#### SECURITY

30. There are several levels of security commencing at the site perimeter fence. A guard post will control and direct vehicular and pedestrian traffic. Other gates exist as a secondary means of egress, and to provide controlled access to workshops.

31. Within the Chancery building, all Embassy staff will work behind limited access barriers. Access to the Chancery office areas will be monitored at all times and all visitors will be escorted by authorised Embassy staff. The secure area is compartmented within the restricted area. A closed circuit television system will be used for building and site surveillance. Provision will be made for an intruder alarm system.

## LANDSCAPING

APPENDIX C

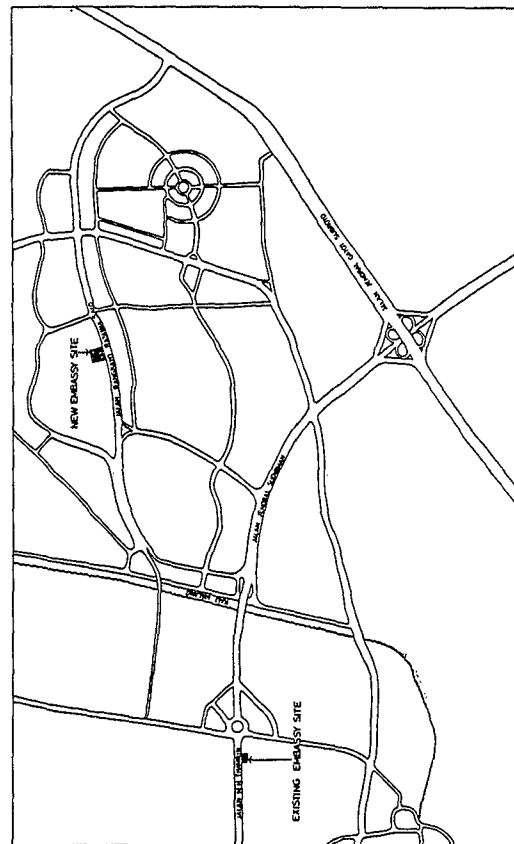
32. The landscaping will be designed to achieve the following objectives:

- provide an attractive and tranquil setting for the building complex
- provide a buffer between the Chancery and the traffic pollution of Rasuna Said
- provide a pleasant micro-environment for staff and visitors
- provide suitable screening between the Chancery and adjoining properties.

33. Landscape species will be selected for their suitability to the local climate, to maximise shade and to provide visual privacy.

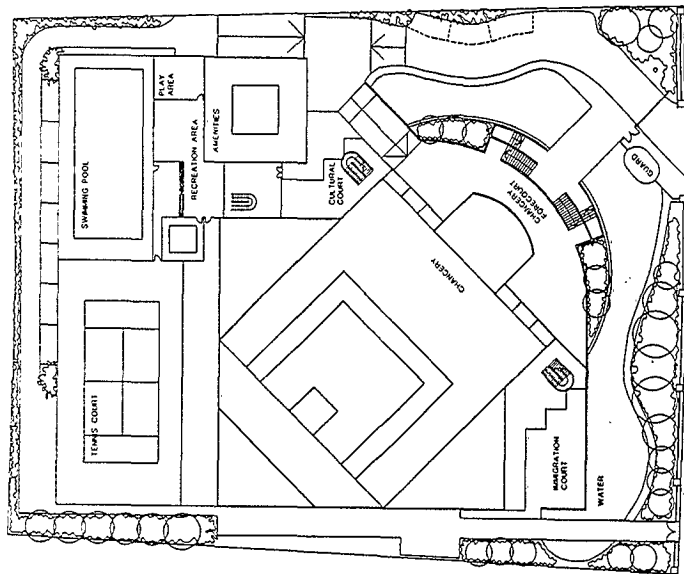
## CIVIL WORKS

34. The access roads to the carpark and the workshops will be constructed in concrete paving blocks on a concrete base.

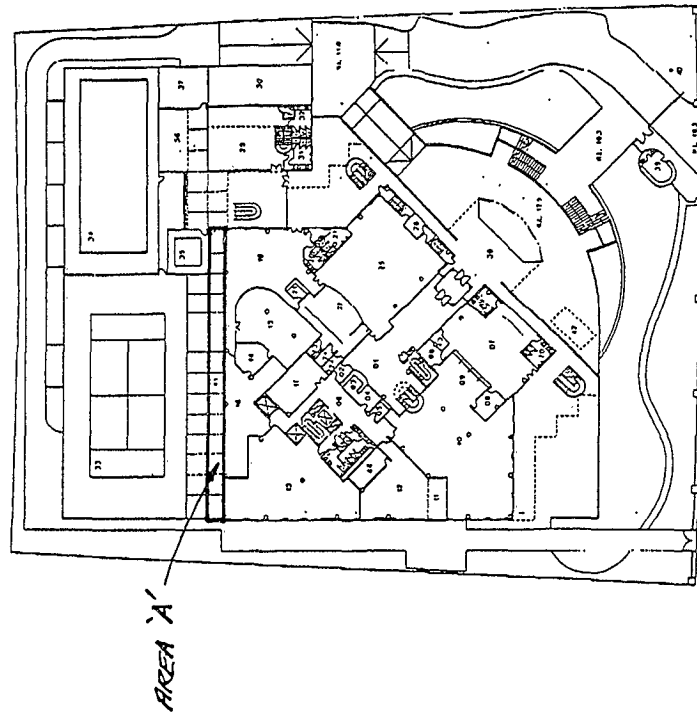


LOCATION PLAN

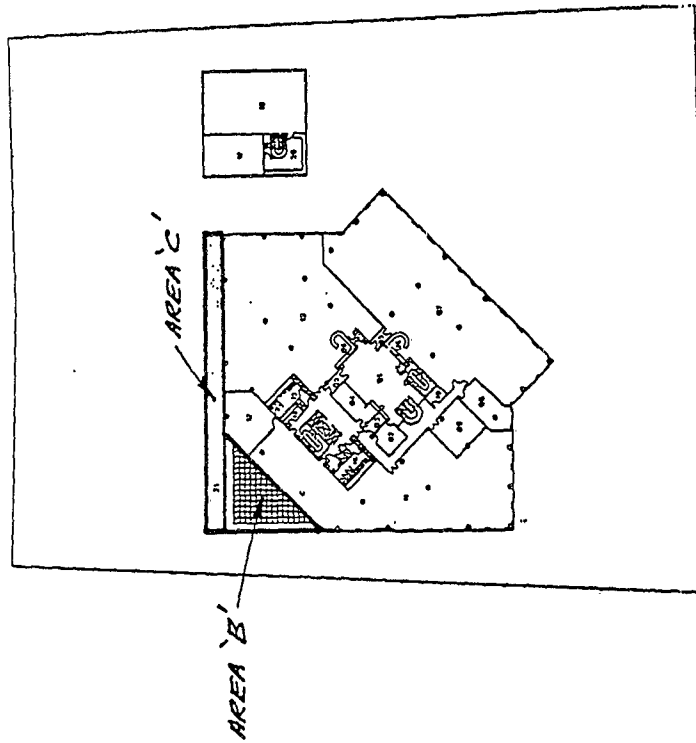




SITE PLAN

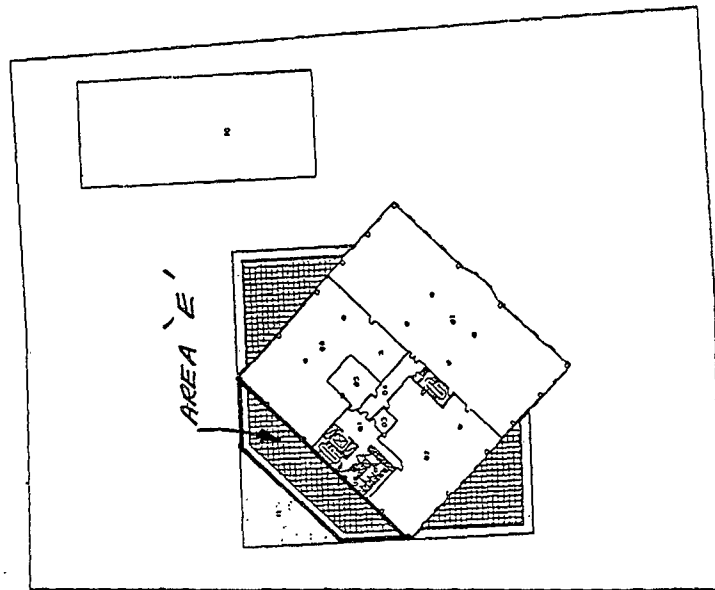


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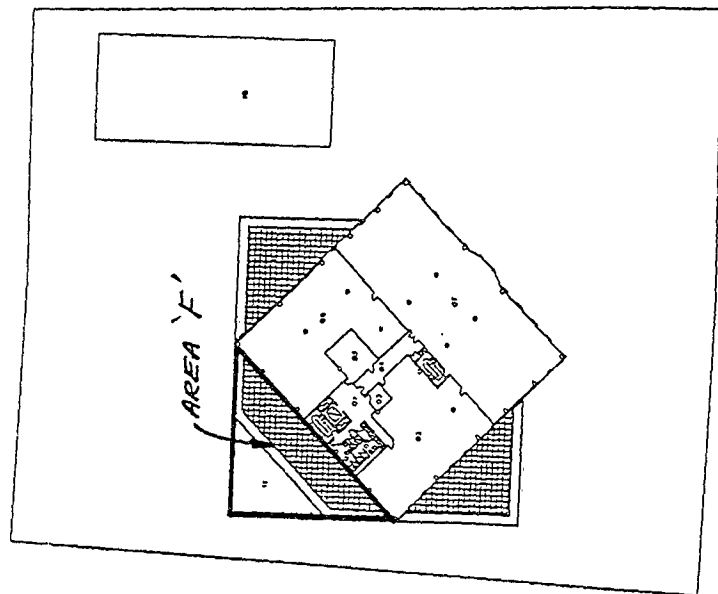
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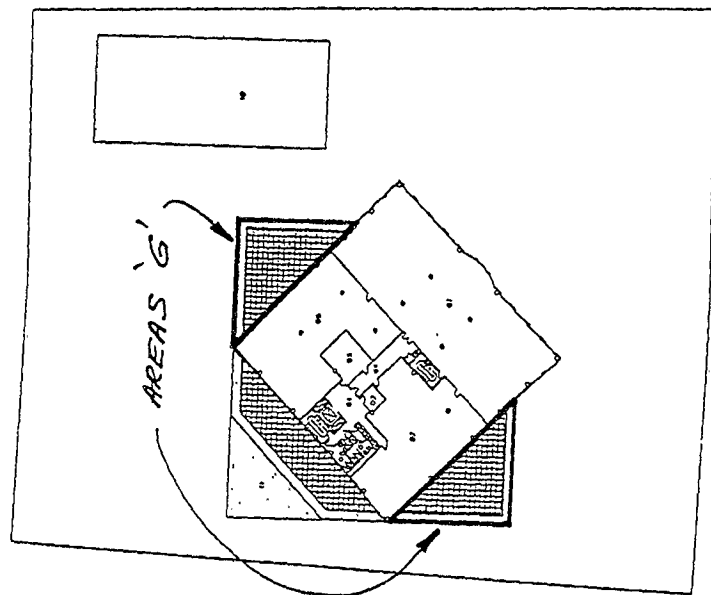
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LEVEL 3



LEVEL 3

C6



LEVEL 3

C7

