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1978

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

Parliamentary Standing Committee on Public Works

FORTY-FIRST GENERAL REPORT

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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA
PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

FORTY-FIRST
GENERAL REPORT

Australian Government Publishing Service
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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

FORTY-FIRST GENERAL REPORT

Pursuant to Section 16 of the Public Works Committee Act 1969, the Parliamentary Standing Committee on Public Works has the honour to report the proceedings of the Committee during the period 1 January to 10 November 1977.

TWENTY-FOURTH COMMITTEE

1. Members of the Twenty-fourth Committee were appointed in the Senate on 4 March 1976 and in the House of Representatives on 3 March 1976. They were Senator B.F. Kilgariff, Senator J.I. Malzer, Senator H.W. Young, Messrs. M.H. Bungey, A.W. James, L.K. Johnson, the Honourable C.R. Kelly, Messrs. J.L. McMahon and P.C. Miller. At the first meeting of the Committee on 16 March 1976, the Honourable C.R. Kelly was elected Chairman and Mr. L.K. Johnson, Vice-Chairman.

PROPOSALS REFERRED TO THE COMMITTEE

2. The Committee presented eleven reports to Parliament during 1977; three related to proposals referred in November and December 1976 and the remaining eight were in response to references of work to the Committee during 1977. One proposal, referred early in October 1977, could not be examined and reported on due to the dissolution of Parliament on 10 November 1977. Details of these references and reports may be found in a tabulated summary at Appendix A.

MEETINGS

3. The Committee met on 34 occasions during 1977. These meetings were held to take evidence at public hearings, carry out inspections and to undertake private deliberations and took place in Canberra (12), Alice Springs (2), Katherine (2), Darwin (1), Point Cook (1), Sydney (4),

Blacktown (2), Melbourne (1), Kingston, Tasmania (1), Edinburgh, S.A. (2), Hobart (2), Rockhampton (3) and Glenbrook, N.S.W. (1).

PROPOSALS REPORTED ON BY THE
PUBLIC WORKS COMMITTEE 1972 - 1976

4. At Appendix B is a tabulated summary of progress to date of all works reported on by the Committee from January 1972 to December 1976. This information was originally provided in the 40th General Report and has been updated. The Committee believes that this review of the relative progress of jobs to original planned targets is useful information and should continue in all future General Reports to Parliament.

5. The Committee is aware that the Department of Construction and its client Department, in making a presentation at a public hearing, attempt to indicate the shortest possible time frame for contract documentation and construction of proposed work. We are also aware that following on consideration of our report by Parliament, subsequent development of each project and its eventual progress to construction is mainly a budgetary consideration and hence is a matter of Government decision.

INTERDEPARTMENTAL COMMITTEE REPORT ON THE
PUBLIC WORKS COMMITTEE ACT (PARLIAMENTARY PAPER NO. 105/74)

6. The Committee has been advised that this report, aimed at widening the ambit of the Public Works Committee to include statutory authorities, is still under consideration by the Government

OVERSEAS BUILDINGS

7. In our Thirty-ninth General Report, we drew attention to the magnitude of the Department of Foreign Affairs then current overseas design and construction program of over \$86 million as disclosed in the 1974 annual report of that Department. The Committee at that time noted that this expenditure does not come within the ambit of the Public Works Committee and requested that this anomaly be considered by the Government. We understand that this matter is under consideration as an item for decision as part of the proposed amendment of the Public Works Committee Act to incorporate the works proposals of statutory authorities.

JOINT COMMITTEE ON THE PARLIAMENTARY COMMITTEE SYSTEM

8. The report of this Committee is also still under consideration by the Government. The report, inter alia, recommends the abolition of the Public Works Committee in its present form. As stated in the Fortieth General Report, the Committee rejects this recommendation.

CAR PARKING

9. In its Thirty-ninth General Report, the Committee drew attention to the need for a re-examination of the policy regarding the provision of car parking space at major Commonwealth Government establishments with a view to establishing some consistency throughout Australia. The Committee has noted the following information provided by the Government in respect of the provision of car parking. As a general rule, parking facilities at Commonwealth properties are only provided for official/operational vehicles, customer vehicles, vehicles belonging to disabled persons and vehicles used regularly for official purposes. These requirements are initially estimated by the Client Department/Commission requiring the facility. The extent to which on-site car parking can be provided is dependent on any one or a combination of factors including the activities of the Client Department, the availability of public transport, the requirements or attitudes of the State or Local Authority concerned, the space available on the site and the expense of providing such parking space without incurring excessive cost.

10. The foregoing factors naturally vary from project to project and on whether the building is to be built in the inner city, suburban or country area. It is a case, therefore, of each individual project and site being considered on its merits. As such, this is the policy of the Commonwealth relating to car parking for private vehicles.

WIDER USE OF CARPETS

11. In the Fortieth General Report, we referred to the opinion that has been expressed to us on a number of occasions by the Department of Construction that carpet is the more economical type of floor covering when cleaning and other costs are taken into consideration and that we were "at a loss to understand why a policy decision on the wider use of carpet is taking so long to resolve". We have now been informed that "due to pressures in

other areas" the Department of Construction has not been pressing the matter and that "there has been virtually no progress at all over the past year", and that "In the interim each and every case for the use of carpet is treated in isolation".

12. We have been advised that the matter will be raised again with the inter-departmental committee "in the near future to achieve a final decision".

WORKS EXCEEDING PUBLIC WORKS COMMITTEE REFERENCE LIMIT
OF \$2 MILLION DURING DOCUMENTATION/TENDERING STAGE

13. During debate in the House of Representatives in 1974, on an amendment to the Public Works Committee Act to include a definition of the term "estimated cost", it was suggested that the Committee should include in the General Report details of those works which exceeded the mandatory reference figure of \$2 million during documentation/tendering and which would therefore escape Public Works Committee scrutiny.

14. During the year ending 31 December 1977 there were no projects which at the Limit of Cost estimate stage were below \$2 million and subsequently exceeded \$2 million due to cost increases.

15. Inflation in building costs in 1977 was generally lower than in previous years. This had a direct bearing on the number of jobs which fell within the category of escalating above the \$2 million limit.

APPRECIATION


16. The Committee pays tribute to its retiring Chairman, the Honourable C.R. Kelly for his untiring efforts and dedication, particularly during his two terms as Chairman from 26 November 1969 to 2 November 1972 and from 3 March 1976 to 10 November 1977.

17. The Committee also wishes to record its appreciation to all those who gave assistance at public hearings and site inspections, particularly officers from the Department of Construction.

18. We are also appreciative of the work done by the Principal Parliamentary Reporter and his staff in recording our proceedings.

STAFF

19. The Committee continue to be served by Mr. R.B. Fenton as Secretary, Mr. P.J. Roberts, Assistant Secretary, Mr. G.L. Laffen and Mrs. J.R. Thompeon.



(M.H. BUNGEY)
Chairman

Parliamentary Standing Committee on Public Works,
Parliament House,
CANBERRA, A.C.T.

2 March 1978.

APPENDIX A.

REPORTS PRESENTED BY THE PUBLIC WORKS COMMITTEE
DURING 1977

1.

Date Proposal Referred	Proposed Work	Date of Report	Report Presented	Expenditure Proposed when Referred to Committee	Expenditure Recommended by Committee	Motion for Expediency Passed	Remarks
9.11.76	Modernisation of H.M.A. Naval Dockyard (Stage 2), Williamstown, Victoria	9.12.76	16. 2.77	\$ 24 000 000	\$ 24 000 000	23. 2.77	Recommended as proposed.
3.12.76	Primary School at Katherine South, Northern Territory	26. 5.77	31. 5.77	2 600 000	1 820 000	2. 6.77	Recommended as proposed in revised submission except shower and change block to be retained.
9.12.76	Law Courts Building, Alice Springs Northern Territory	24. 2.77	15. 3.77	3 200 000	3 100 000	20. 4.77	Recommended as proposed. Title changed from "Supreme Court, Alice Springs" - under which it was referred.
16. 3.77	Development of R.A.A.F. Base, Point Cook, Victoria	5. 5.77	24. 5.77	2 550 000	2 550 000	2. 6.77	Recommended as proposed.
31. 3.77	Antarctic Division Headquarters and Hobart Regional Laboratory, Australian Government Analytical Laboratories, Kingston, Tasmania	15. 9.77	22. 9.77	7 300 000	7 300 000	20.10.77	Recommended as proposed except that glaciology should stay in Melbourne and the provision of laboratory facilities should be re-examined following a Government decision on the scientific tasks of the Division.
20. 4.77	Development of the Military Area at Randwick, New South Wales	8. 8.77	24. 8.77	13 000 000	13 000 000	8. 9.77	Recommended as proposed.
21. 4.77	Animal Quarantine Station, Wallgrove, New South Wales	18. 8.77	24. 8.77	4 600 000	4 600 000	14. 9.77	Recommended subject to: 1. Re-examination of grooms' quarters and siting of manure pit and incinerator; 2. Review of bee importation arrangements; and 3. Re-assessment of animal quarantine charges.
2. 6.77	Analytical Laboratory, Pymble, New South Wales	15. 9.77	22. 9.77	6 800 000	6 820 000	12.10.77	Recommended as proposed. Additional security arrangements to be provided, costing \$20 000.

APPENDIX A

2.

Date Proposal Referred	Proposed Work	Date of Report	Report Presented	Expenditure Proposed when Referred to Committee	Expenditure Recommended by Committee	Motion for Expediency Passed	Remarks
2. 6.77	Development of R.A.A.F. Base, Edinburgh, South Australia	8. 8.77	24. 8.77	\$ 17 400 000	\$ 17 400 000	8. 9.77	<p>Recommended subject to:</p> <ol style="list-style-type: none"> 1. The exclusion of the separate WRAAF recreation and common room; 2. Re-design of WRAAF living accommodation; 3. Re-examination of the requirement for the separate WRAAF recreation room and common room; 4. A review of the policy of providing WRAAF recreation buildings separate from airmen's/airwomen's recreation centres. <p>Recommended as proposed.</p>
10. 8.77	Beef Cattle Research Laboratory, Rockhampton, Queensland	27.10.77	1.11.77	5 440 000	5 440 000	2.11.77	<p>1. Title changed from "Development of Glenbrook RAAF Base Headquarters Operational Command", under which it was referred.</p>
8. 9.77	Development of Headquarters Operational Command, R.A.A.F. Glenbrook	27.10.77	1.11.77	8 300 000	8 400 000	2.11.77	<p>2. Recommended, with the exception of the separate women's recreation facilities and subject to:</p> <ul style="list-style-type: none"> - a survey of what recreational facilities are suitable to a modern integrated force; - a survey to determine what minimum standards are required for airwomen's recreation facilities.

3./

APPENDIX A

3.

Date Proposal Referred	Proposed Work	Date of Report	Report Presented	Expenditure Proposed when Referred to Committee	Expenditure Recommended by Committee	Motion for Expediency Passed	Remarks
	Development of Headquarters Operational Command, R.A.A.F. Glenbrook (Continued ...)			\$	\$		3. Additional tennis courts and squash courts to be included, estimated at \$100 000. 4. Fire detection facilities to be re-examined. 5. Carpet be provided in office areas.
6.10.77	Redevelopment of Airways Facilities at Adelaide Airport, South Australia	-	-	2 250 000	-	-	Lapsed 10.11.77 with dissolution of the Parliament.

INFORMATION RE PROPOSALS REPORTED ON BY PUBLIC WORKS COMMITTEE 1972-1976

AS AT DECEMBER 1977

APPENDIX B

Page 1.

Project	Hearing Dates	Estimated Cost at Hearing	Tender Estimate/Price	Final Cost	Current Position	Anticipated Completion Date
<p>Reports Tabled In 1972</p> <p>Of the 35 reports tabled by the Public Works Committee in 1972, 27 projects have been completed one was rejected by the PWC and two deferred indefinitely. The current position with the remaining five projects is:-</p>						
Cockburn Sound - H.M.A.S. Stirling, Naval Support Facility	4-7, 4.72 11. 4.72	30.0	Committed progressively	Estimated 44.0	Project has been authorised to proceed progressively and all but two elements have proceeded to construction and now 95% complete. The two remaining elements are the Armesat Depot, expected to start 1978/79 and the large ships wharf, future uncertain.	Practical completion June '78 except 2 elements see remarks.
Communications Tower, Black Mountain, A.C.T.	13-15. 6.72	6.0	8.1	Estimated 12.9 plus unresolved contract claims	Tower is practically complete and I.V. Transmission commenced Nov. '77. Out-fitting and progressive occupation continues with completion in June '78. Finaling demolition existing facilities not yet determined.	See remarks
RAF Base Development, Tonsville, Qld.	29- 8.72 6. 9.72	8.0	8.8	Estimate 10.5	Project has been authorised to proceed progressively and construction is now 92% complete.	May 1978
RAF Base Development, Amberley, Qld.	28. 8.72	14.2	16.6	Estimate 20.3	Project has been authorised to proceed progressively and construction is now virtually complete.	January 1978
Woolongobba Telephone Exchange, Qld	19- 9.72	10.2	11.8	Estimate 15.0	Construction 97% complete	March 1978

INFORMATION RE PROPOSALS REPORTED ON BY PUBLIC WORKS COMMITTEE 1972-1976

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Project	Hearing Dates	Estimated Cost at Hearing	Tender Estimate/Price	Final Cost	Current Position	Anticipated Completion Date
Reports Tabled in 1973 Palmerston Arterial Road, Darwin, N.T.	18-20. 6.73	\$M 5.6	\$M -	\$M -	Indefinitely deferred. Proposal will become the responsibility of the N.T. Government after 1 July 1978	Mid 1978
Wellington Telephone Exchange, Perth, W.A.	17-18. 4.73	11.3	14.8	Estimate 20.5	Project was significantly delayed and cost increased due to problems encountered with the foundations and is now 88% complete. The circumstances were examined and reported on by the Public Accounts Committee in 1977. (165th Report)	
Mindor Telephones Exchange, Melbourne, Vic.	7. 5.73	6.0	5.1	Estimate 8.7	Project was delayed on several occasions in the construction period by strikes of various kinds. Project is now being progressively handed over to Telecom.	March 1978
Modernisation of Millmaston Naval Dockyard, Stage 1, Vic.	14. 5.73	7.6	9.1	Estimate 15.8	Project has been authorised to proceed progressively and is now 80% complete.	December 1978

INFORMATION RE PROPOSALS REPORTED ON BY PUBLIC WORKS COMMITTEE 1972-1976

AS AT DECEMBER 1977

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Project	Hearing Dates	Estimated Cost at Hearing	Tender Estimate/Price	Final Cost	Current Position	Anticipated Completion Date
Off-Shore High Security Animal Quarantine Station	27-28. 6.73 24. 7.73 13. 8.73	\$M 2.1 based on local labour	\$M Estimate 6.9 Based on Aust. labour	\$M -	Motion to proceed has not yet been presented to Parliament pending resolution of acquisition problems. It is anticipated that separate advice will be provided to the Committee on current problems shortly.	
Engineering Services, Malak and Karara Neighbourhoods, Sanderson District, Darwin, N.T.	17. 9.73	11.6	3.2 Malak Stg.1	6.1 Malak Stg.-1	Stage 1 Malak proceeded to construction but was interrupted by cyclone and now expected to be completed in March '78. Other stages Malak 2 and Karara have not proceeded due to the cyclone and reduced population growth. Responsibility for these stages will pass to the N.T. Government on 1 July 1978. 98% complete.	March 1978 Malak Stage 1
Research Laboratory, North Clayton (Manash), Vic.	25,27. 9.73	4.5	7.5	Estimate 9.5		January 1978
Dripstones High School, Darwin, N.T.	5.11.73	4.8	5.9	-	Start delayed because of cyclone. Contract let August 1977. 10% complete.	February 1980

INFORMATION RE PROPOSALS REPORTED ON BY PUBLIC WORKS COMMITTEE 1972-1976
AS AT DECEMBER 1977

APPENDIX B

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Project	Hearing Dates	Estimated Cost at Hearing	Tender Estimate/Price	Final Cost	Current Position	Anticipated Completion Date
Stage 6 Extension, Stokes Hill Power Station, Darwin, N.T.	6.11.73	\$M 10.8	\$M 14.5	\$M Estimate 21.0	Generators due for commissioning March and September 1978. Project was delayed due to Cyclone Tracy. Project has been authorised to proceed progressively and current position is -	September 1978
Sydney (Kingsford-Smith) Airport - Extensions to International Terminal Building and Aprons	19.11.73	7.3			<p>Orig. Estimate Position</p> <p>-.642 (-.150 Extend departure lounge)(Completed) July 1975 (July '75) Escalator etc.</p> <p>-.45 () Air conditioning) (Contract) June 1978 1.7 () Southern Apron) let June 77</p> <p>-.200 Aerobridge - to start 1977/78 Timing of remaining elements is not yet determined.</p>	
<u>Reports Tabled in 1974</u> Area School at Yirrkala, N.T.	28. 3.74 21. 8.74	5.0	Tenders 1.6	-	As advised to the Committee in correspondence and at a hearing in May 1978 the proposal was scaled down. The contract let in May '77 is now approximately 2/3 complete.	January 1979

INFORMATION RE PROPOSALS REPORTED ON BY PUBLIC WORKS COMMITTEE 1972-1976

AS AT DECEMBER 1977

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Project	Hearing Dates	Estimated Cost at Hearing	Tender Estimate/Price	Final Cost	Current Position	Anticipated Completion Date
Redevelopment of Tennant Creek Hospital, Northern Territory.	25.26. 3.74	\$M 4.8	\$M 6.6	\$M Estimate 8.0	90% complete.	March 1978
Australian Radiation Laboratory, Yallabie, Vic.	12-13. 9.74	3.6	6.4	-	Authorised to proceed in June '76 and now 45% complete.	February 1979
Central Health Laboratory, Moden. A.C.T.	22. 8.74	4.4	7.2	-	Contract let September 1977. Work commenced.	February 1980
New Telephone Exchange, Haymarket, N.S.W.	21. 8.74	7.0	8.2	-	Delay caused in getting vacant possession of site. Now 35% complete.	November 1978
Animal Health Laboratory, Geelong, Vic.	9-11. 9.74	67.0	83.0	-	Approval given in Jan. '78 to start project in 1977/78	-
Rehabilitation Centre, Tomsville, Qld.	6-7.11.74	2.3	3.1	-	Project was authorised to commence late in 1976/77 and contract let June 1977. Work has commenced.	November 1978
Majah Primary and Pre-School, Darwin, N.T.	9.12.74	2.8	-	-	Documentation suspended following cyclone and project deferred.	-
Central Hospital Services Complex, Craze, A.C.T. (Stage 2)	9.12.74	2.4	2.9	Estimate 3.2	92% complete.	March 1978

INFORMATION RE PROPOSALS REPORTED ON BY PUBLIC WORKS COMMITTEE 1972-1976

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AS AT DECEMBER 1977

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Project	Hearing Dates	Estimated Cost at Hearing	Tender Estimate/Price	Final Cost	Current Position	Anticipated Completion Date
Reports Tabled in 1975						
Orchestral Studio and Music Centre, Brisbane, Qld.	3-4. 2.75	2.3	2.8	3.5	Completed	September 1977
Australian Government Centre, Parramatta, N.S.W.	18-19. 3.75 30. 4.75	45.0 (1 stage) 46.0 (2 stages)	-	-	Project deferred indefinitely.	-
Road Safety and Standards Authority Facilities at Albury/Modgara	29. 4.75	9.0	-	-	Project cancelled	-
Telephone Exchange Building, Edgelyff, N.S.W.	1. 5.75	3.4	3.2	-	50% complete	November 1978
Second Three-Year Program for the Improvement & Maintenance of the Stuart & Barkly Highways, N.T.	5- 7. 8.75	34.6	See comment.	-	Program is proceeding progressively. Tenders let to date \$13.1M. Further tenders to the value of \$13.7M to be committed during 1977/78. 22% complete. Responsibility for this program will pass to the N.T. Government at 1 July 1978. The original estimate was somewhat high and tenders received very competitive.	End 1981
Telephone Exchange Building, Oaskin, A.C.T.	8. 7.75	13.5	9.2	-	Contract let February 1977. 12% complete.	September 1979

INFORMATION RE PROPOSALS RECEIVED ON BY PUBLIC WORKS COMMITTEE 1972-1976

AS AT DECEMBER 1977

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Project	Hearing Dates	Estimated Cost at Hearing	Tender Estimate/Price	Final Cost	Current Position	Anticipated Completion Date
Sadadeen High School, Alice Springs, N.T.	5. 8.75	\$M 5.2	4.5	\$M -	35% complete.	September 1978
Naval Transmitter Buildings & Power Centre, Huopu Doe, N.T.	7. 8.75	4.5	5.7	-	60% complete.	May 1978
Camberra Hospital - Extensions to Podium Stage 1	1. 9.75	8.2	-	-	Project deferred indefinitely	-
Multi-Storey Ward Block, Repatriation General Hospital Greenslopes, Qld.	13.10.75	12.3	Estimate 11.0	-	Included on 1977/78 works program and tenders called October 1977. Closed Jan. '78 - Contract to be let in February '78.	September 1980
<u>Reports Tabled in 1976</u> Development of Navy Supply Centre and Army Workshop Facility at Defence Establishment, Zealand, N.S.W.	15. 6.76	14.2	14.2	-	Project is being committed to construction progressively. Design 65% complete. Construction 1.4% complete.	June 1980
Consolidation into Bankstown of the Bankstown and Lidcombe Government Aircraft Plants operated by Hawker de Havilland Australia Pty. Ltd.	27.10.76	7.1	7.1	-	Project is being committed to construction progressively. Design 75% complete. Construction 5% complete.	Mid 1979

NOTE 1. The estimated cost of proposals when referred to Public Works Committee is based on prices current at the time of estimation - no provision has been made for the escalation of building costs in accordance with Treasury Policy.

2. Costs have been rounded to one decimal point.