

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

R E P O R T

relating to the proposal for
GARDEN ISLAND, NEW SOUTH WALES
MODERNISATION STAGE 2

(Seventh Report of 1981)

Australian Government Publishing Service
Canberra 1981



Parliamentary Standing Committee on Public Works

REPORT

relating to the proposal for

GARDEN ISLAND,
NEW SOUTH WALES
MODERNISATION STAGE 2

(Seventh Report of 1981)

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MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS
(Twenty-sixth Committee)

Melville Harold Bungey, Esq., M.P. (Chairman)
Senator Jean Isabel Melzer (Vice-Chairman)¹

Senate

House of Representatives

Senator Bernard Francis
Kilgariff
Senator Harold William Young²

David Bruce Cowan, Esq., M.P.
Benjamin Charles Humphreys, Esq., M.P.
Urquhart Edward Innes, Esq., M.P.
James Leslie McMahon, Esq., M.P.
Murray Evan Sainsbury, Esq., M.P.

¹ Retired 30 June 1981.

² Ceased to be member on election as
President of the Senate on 18 August 1981.

EXTRACT FROM
THE VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES,
NO. 34 DATED 26 MAY 1981

- 16 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK - GARDEN ISLAND,
N.S.W. - MODERNISATION STAGE 2: Mr McVeigh (Minister for
Housing and Construction), 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: Garden Island, N.S.W., Modernisation
stage 2.

Mr McVeigh presented plans in connection with the proposed
work.

Debate ensued.

Question - put and passed.

WITNESSES

- Atherton, G.W., Esq., Treasurer, Commonwealth Foremen's Association, Garden Island Branch, P.O. Box 5, Garden Island, New South Wales
- Bowden, B., Esq., Director of Architecture, Department of Housing and Construction, ACT.TAB Building, 470 Northbourne Avenue, Dickson, Australian Capital Territory
- Gatt, W., Esq., Treasurer, Community Rehabilitation Task Force, 80 Caledonian Street, Bexley, New South Wales
- Hill, W.C., Esq., Shop Steward, Shift Electricians, 61 Eighth Avenue, Jannali, New South Wales
- Howard, A., Esq., Hon. Secretary, Sydney Harbour, and Foreshores Committee, 3rd Floor, 18 Argyle Street, Sydney, New South Wales
- James, C.L., Esq., Residents' Advocate, Woolloomooloo Residents Action Group, C/- School of Architecture, University of Sydney, New South Wales
- Johnston, R.S., Esq., Chairman, Gateway Pty Ltd, 74/3 Wylde Street, Potts Point, New South Wales
- McLean, L.M., Esq., Vice-President, Commonwealth Foremen's Association, Garden Island Branch, P.O. Box 5, Garden Island, New South Wales
- Miller, N.R., Esq., First Assistant Secretary, Defence Facilities Division, Department of Defence, Russell Offices, Canberra, Australian Capital Territory
- Mostyn, J.J., Esq., Chairman, Bellevue Gardens Pty Ltd, 2/20 Wylde Street, Potts Point, New South Wales
- Orchard, L.J., Esq., Commonwealth Foremen's Association, P.O. Box 5, Garden Island, New South Wales
- Pearce, Dr. J.W., Unit 11, "The Gateway", 3 Wylde Street, Potts Point, New South Wales

Rainford, J., Esq., President, Garden Island
Combined Unions Shop Committee,
12 Narelle Street, North Bondi, New
South Wales

Read, Captain B.J., RAN, Acting General Manager,
HMA Naval Dockyard, Garden Island,
New South Wales

Reed, D.G., Esq., Unit 51, 3 Wylde Street,
Potts Point, New South Wales

Rogers, A.K., Esq., Vice-Chairman, Garden Island
Dockyard Committee, The Association of
Draftsmen, Supervisory and Technical
Employees, Building 48, Garden Island
Dockyard, New South Wales

Rolland, D., Esq., Assistant Secretary, Garden
Island Dockyard Combined Unions Shop
Committee, 10/113 Wellington Street,
Bondi, New South Wales

Roxburgh, R.D., Esq., Associate Director,
Department of Housing and Construction,
Tower Building, Australia Square,
Sydney, New South Wales

Silva, M.E., Esq., Project Manager, Department
of Housing and Construction, Tower
Building, Australia Square, Sydney,
New South Wales

Stoker, Captain N.J., RAN, Naval Project Director,
Garden Island, HMAS Kuttabul, Garden
Island, New South Wales

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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

GARDEN ISLAND, NEW SOUTH WALES
MODERNISATION STAGE 2

R E P O R T

By resolution on 26 May 1981, the House of Representatives referred to the Parliamentary Standing Committee on Public Works for investigation and report the proposal for the construction of a number of facilities at Garden Island, New South Wales which will comprise the second stage of a program of modernisation of the Fleet Base and Dockyard.

The Committee has the honour to report as follows:

THE REFERENCE

1. The facilities to be provided in the Stage 2 program of modernisation and their cost at April 1981 prices are:

	<u>\$ million</u>
- the demolition of Woolloomooloo wharves, berths 2, 3 and 4 and construction of the new Fleet Berth Wharves and wharfside facilities;	16.17
- the completion of the West Dock Weapons/Electronic and Electrical Engineering Workshops, Modules B and C;	19.82
- the construction of a Guided Missile Launcher System Overhaul Facility (GMLS);	1.88
- the conversion of Building 30 to provide a central ready-use store	1.35

- the conversion of Buildings 89 and 90 to provide office and amenities for the Dockyard's technical services, planning and management functions; 6.00
- the construction of a Refit Berth Support Facility for the dry-dock and an associated Production Administrative Centre; 6.95
- the construction of a Surface Preparation and Preservation Facility (SPPF) and an Oily Bilge Waste Treatment Plant; 4.60
- general ground works including construction of service ducts, roads and landscaping; 8.58
- the provision of reticulated electricity, water and other engineering services; and 12.61
- relocations and site clearance to permit construction works. 1.04

2. The estimated total cost of the Stage 2 proposal when referred to the Committee was \$79 million at April 1981 prices.

3. The Department of Housing and Construction also advised of the need to provide a further \$2.5 million to cover contingencies that may arise following further design development.

THE COMMITTEE'S INVESTIGATIONS

4. The Committee received submissions and drawings from the Department of Defence and the Department of Housing and Construction and took evidence from their representatives at a public hearing in Sydney on 7 and 8 July 1981.

5. The Committee also received written submissions and took evidence from representatives of The Gateways Pty. Ltd., the Woolloomooloo Resident Action Group, Bellevue Gardens Pty Ltd and the Pott's Point Protection Association, the

Commonwealth Foremen's Association, the Garden Island Combined Unions Shop Committee, the Association of Draftsmen, Supervisory and Technical Employees of Australia, the Electrical Trades Union, the Community Rehabilitation Task Force, and the Sydney Harbour Foreshores Committee. At the Committee's request the Foreman of the Garden Island Grit Blasting Section also gave evidence. The Committee also received written submissions from a number of private citizens, the Residents for Woolloomooloo, the Australian Heritage Commission, the National Trust of Australia (N.S.W.) and the Council of the City of Sydney.

6. On 7 July 1981, the Committee inspected the existing facilities at Garden Island, including progress on the Advanced Works and Stage 1 Works, and the sites for the proposed Stage 2 Works.

7. The Committee's proceedings will be printed as Minutes of Evidence.

BACKGROUND

8. The Government stated in 1976, in the White Paper on Australian Defence, that it intended to modernise and develop the naval base at Garden Island. The goals of the Modernisation Scheme are to improve both the efficiency and effectiveness of Garden Island as the main Fleet Base for the Royal Australian Navy (RAN) and as the principal naval dockyard for refitting and modernising ships of the RAN.

9. In moving towards these goals the Modernisation Scheme is to:

- separate the Fleet Base and Dockyard to enable each to operate independently (but without duplication);
- minimise pollution and greatly improve the aesthetic attributes of Garden Island; and
- retain appropriate historic buildings and relics.

10. The Garden Island Modernisation Planning Team (GIMPT) was formed to plan the modernisation. Following extensive discussions, over the period 1977 to 1979, with the Department of Housing and Construction and consultants and wide public discussion of environmental aspects, two alternative planning schemes were developed;

- the Preferred Scheme to purchase and demolish Woolloomooloo commercial wharves 2, 3 and 4 and construct new berths; and
- the Alternative Scheme to construct new berths off the eastern shore of Garden Island into the waters of Sydney Harbour.

11. In 1979, Draft and Final Environmental Impact Statements for the modernisation were prepared and circulated. In late 1979, the responsible Minister agreed that the requirements of the Environment Protection (Impact of Proposals) Act 1974 had been met.

12. The works associated with the Garden Island Modernisation Scheme have been the subject of two previous hearings by the Committee.

13. In its First Report of 1979 (Parliamentary Paper 41/79) the Committee endorsed the need for the Advanced Works which were urgently required for the support of the new guided missile frigates (FFGs). The Committee noted that the development of these facilities was compatible with whichever long term planning option was adopted for the modernisation of the dockyard. The Committee agreed that the facilities be constructed in advance of the proposed long-term modernisation program.

14. In its Ninth Report of 1980 on Stage 1 of the Modernisation (Parliamentary Paper 156/80), the Committee concluded that existing engineering services and facilities at

Garden Island were inadequate, congested and unsuitable for both the present and future Fleet requirements. The Committee was satisfied that the proposed Stage 1 of the modernisation plans had been satisfactorily researched and would lead to greater efficiency in berthing, refitting and modernising RAN ships and recommended the construction of the works. In particular, the Committee concluded that the site proposed for a car park as close to the cliff face as possible in Cowper Wharf Road was satisfactory and preferable to the Island scheme.

15. The State Government and the Department of Defence favoured the Preferred Scheme. Negotiations were under way between the Commonwealth and State Government on the purchase of Woolloomooloo wharves 2, 3 and 4 during the Stage 1 hearing. The Committee did not comment on the alternative planning schemes as developed by GIMPT for the modernisation program. Both schemes have a high degree of commonality in the building configuration but the wharf layout varies.

THE NEED

16. The need for the entire Garden Island Modernisation Scheme has been established in the two previous Reports by the Committee referred to in paragraphs 13 and 14. In particular, since World War II under-investment in facilities and the construction of facilities in a piecemeal way have resulted in an inefficient and inadequate arrangement and quality of facilities inappropriate to the needs of the RAN in the 1990's and beyond. The Department of Defence expects the long term development plan to result in significant productivity increases of some 20 per cent to 40 per cent. About 25 per cent of the requirements identified in the long term development program are currently proceeding under Stage 1 works. The Stage 2 proposal represents about a further 60 per cent of requirements. The timing and content of both Stage 1 and Stage 2 Modernisation was determined by the need to

minimise disruption to the day to day operations of the Fleet Base and Dockyard.

17. Currently, the efficiency and effectiveness of Fleet Base and Dockyard activities are severely impeded by problems including:

- the age, obsolescence and insufficient space of most dockyard workshops;
- inadequate and inappropriate wharf space;
- deficient provision of services such as electricity, steam, compressed air and removal of ship wastes to and from wharves;
- inadequate layout of existing roads and buildings; and
- the poor standard of basic amenities for the dockyard workforce and Fleet personnel.

18. The intermingling of Fleet Base and Dockyard activities and space limitations has led to insufficient berthing facilities for the Fleet. Double and triple berthing of operational ships and their mixing with ships being refitted or modernised occurs regularly. More wharf space would improve ship turn around time significantly and improve the defence capability of the Navy. Reticulated wharf services and other support facilities are deficient or unavailable in some locations. The separation of the Fleet Base and Dockyard is one of the key objectives of the modernisation. The proposed development of the Woolloomooloo Fleet Berth Wharves best meets the needs of the Department of Defence and in particular enables the Dockyard and Fleet Base to be separated effectively.

19. Existing facilities providing weapons and electronic engineering services are of a low standard and dispersed among seven different buildings and temporary structures. This

situation is generally unsatisfactory now and for the future. Existing and future RAN needs require that there be adequate workshops with the capacity to maintain sophisticated electronic and electrical systems. Consequently, there is a need to develop new building modules B and C of the West Dock Workshop to provide more workshop space adjacent to Captain Cook Dock. Module A was approved in the Committee's earlier Report on Stage 1.

20. Facilities need to be provided for overhauling and modernising guided missile launcher systems of some RAN ships as no facilities currently exist.

21. A need exists for a central store at Garden Island to satisfy demands for high usage items and to restock the many satellite ready-use stores on the Island.

22. The Dockyard's Technical Services, Finance, Planning and Personnel Divisions are presently widely dispersed and accommodated in substandard offices. This situation inhibits the achievement of better management practices and communications. Other services and amenities also need to be centralised and located near major users.

23. The Production Division of the Dockyard is dispersed in substandard conditions. Existing workshop and store facilities for the Dock and Services Groups are very unsatisfactory. This situation severely handicaps better management and quality control and contributes to production inefficiencies.

24. Existing facilities for preparing and preserving surfaces of ships' structures and fittings and dockyard equipment are inadequate. The majority of items needing treatment are currently cleaned in the open. This results in poor quality control and noise and dust pollution. On

environmental and efficiency grounds it is desirable that facilities for this activity be improved. Oily bilge waste from ships should be treated in one location to reduce the occurrence and risk of environmental damage.

25. Substantial groundworks are needed to ease congestion, to improve the working environment and the aesthetic impact of Garden Island.

26. The GIMPT established a need for a complete upgrading of all reticulated engineering services on Garden Island. Existing services are old, costly to maintain and subject to breakdown. More importantly, their piecemeal development has meant the total system is poorly placed to meet current demands. A centralised security and fire alarm supervisory system would assist in monitoring fire protection and security at Garden Island.

27. In summary, the Stage 2 modernisation program is designed to achieve a far more efficient and effective Fleet Base and Dockyard for the foreseeable future.

Committee's Conclusion

28. The Committee accepts that the efficiency and effectiveness of Fleet Base and Dockyard operations are severely hampered by inappropriate and inadequate wharf facilities, workshop capacity, associated engineering and office services and amenities. The Committee considers the need for the Stage 2 development is justified.

THE PROPOSED WORKS

29. The works proposed in this reference are the second stage of the planned modernisation and development of the

Fleet Base and Dockyard at Garden Island in Sydney and are set out below.

Woolloomooloo Fleet Berth Wharves

30. Siting The development of the proposed Fleet Berth Wharves on the eastern side of Woolloomooloo Bay (plan A) was preferred by the GIMPT, the Department of Defence and the NSW State Government. Woolloomooloo commercial wharves 2, 3 and 4 have been purchased by the Commonwealth from the NSW Maritime Services Board.

31. Design and Structure The Woolloomooloo Fleet Berth Wharves and wharf facilities are designed to meet Fleet Base requirements for five ship berths (i.e. one large ship berth, four small ship berths also capable of being used to berth another large ship, and a ramp to service roll-on-roll-off vessels). The existing wharves 2, 3 and 4 and the timber section of the existing Fitting-Out Wharf are to be demolished and reconstructed to provide the requisite loading capacity and standard required for servicing RAN ships. The addition of a fabricated structure to the north of the Fitting-Out Wharf is required to meet the total berthing requirement.

32. The wharves will be a reinforced concrete deck structure on steel piles encased in concrete down to low water level and cathodically protected below water level. As part of the groundworks and reticulated engineering service, walk-through ducts and supply points will provide services mains and outlets for all ships' berths. Two small single storey buildings will be constructed on the wharveside comprising shore training and forward support facilities. There will also be open storage areas for essential wharveside equipment and sentry control booths.

33. Two electric powered, rail-mounted travelling 5-tonne capacity, portal type cranes will be installed. High mast lights providing controlled spill lighting are also to be installed.

34. At the public hearing some concern was expressed by local residents who overlook the proposed Fleet Berth Wharves. They complained about the loss of amenity resulting from the visual intrusion of the proposed lighting, cranes, security fencing and berthing of ships. Similar reservations were expressed by the Council of the City of Sydney in their written submission. The Committee notes the assurances given by the Department of Defence and the Department of Housing and Construction that the lighting will be closely controlled to minimise any glare and that careful landscaping should reduce any adverse visual impact of the security fencing (plan B). The Committee also notes that discussions have been held, since the public hearing, between local residents and the Department of Housing and Construction on this matter. The Committee considers that when completed the total Fleet Berth wharfside area should be an improvement over the existing perspective.

35. Committee's Conclusion The Committee is satisfied with the siting, design and structure of the Woolloomooloo Fleet Berth Wharves.

West Dock Workshop: Modules B and C

36. Siting The GIMPT identified a requirement for a workshop complex along the western side of the Captain Cook Dock to house the Weapons/Electronics and Electrical Engineering Groups. The inquiry into Stage 1 of the modernisation program approved module A of this workshop and the sites for modules B and C are adjacent to module A (plan C).

37. The concentration of adequate workshops in this location with the capacity to maintain the complex electronic

and electrical systems necessary to effectively utilise RAN ships will considerably increase the Dockyard's capacity and efficiency.

38. Design and Structure The buildings are designed to provide a combination of heavy workshops with high lift configuration, a medium lift workshop and light workshop to handle the different types of engineering activity. Each module will have workshops and associated offices and amenities.

39. The building will have a concrete frame supported on steel piles driven to bedrock 18 metres below natural ground level. The workshops will have a large span structural system, permitting maximum flexibility in the use of the workshop space and materials handling system. The materials and finishes will be similar to that already approved for module A.

GMLS Overhaul Facility

40. Siting The building is to be located on the north end of the Fitting-Out Wharf under the working radius of the 250-tonne hammerhead crane. The siting of the GMLS facility is constrained by the location of this crane, it being the only crane on Garden Island with a capacity to lift the 85-tonnes necessary for the installation and extraction of missile launching system assemblies.

41. Design and Structure The facility is designed as a workshop for the dismantling, reassembly and testing of missile launching system assemblies to be fitted in the three existing DDG class ships and in due course in FFG class ships. Further breakdown into components and overhauling would take place in modules A and B of the West Dock Workshop. The facility is also to provide a storage space for a spare launcher system.

42. The Committee notes that the GMLS facility will exceed, by about 3 metres, the height limitation established for the western side of Garden Island in the Draft Environmental Impact Statement and notes that the Department of Home Affairs and the Environment and the Australian Heritage Commission have accepted the need for the variation. The general appearance of the GMLS facility will be industrial but the design of the structure will help diminish the visual impact (plan D).

43. The GMLS facility will be a structural steel tube of about 23 metres diameter and 19 metres high. The structure will comprise fully braced and equally spaced external columns around the perimeter of the building sufficient to support a steel roof, crane beam for a 25-tonne capacity internal gantry crane, and external cladding. The roof will have three hatches to allow access for the launching system assemblies. Two concrete pads, each weighing over 100 tonnes, at ground level will enable simultaneous work on two launching system assemblies. These platforms will be isolated from the main building structure to avoid stressing from the platforms. The whole structure will be supported on steel piles driven to a rock base about 30 metres below existing ground level.

Conversion of Building 30 to a Ready-Use Store

44. Siting Building 30 is an existing building on the eastern edge of the Dockyard within the historic precinct but is itself of no historic value.

45. Design and Structure The existing external structure is generally in sound condition but to provide an efficiently operating central store for ready-use material to the Dockyard and the Fleet, the building requires extensive internal modifications. For example, existing stairs, internal partitions, offices, mezzanine, gantry cranes, stores

and change rooms are to be demolished. New stores will be located on the two existing floor levels with the construction of a new mezzanine and partitioning. Existing concrete floors will be re-topped. A new lift tower, truck door canopy and roller door will be constructed at the southern end of the building. There will be minor modifications to the other facades (e.g. stair wells).

Conversion of Buildings 89 and 90 to an Office Complex

46. Siting Buildings 89 and 90 are centrally located in the historic precinct on the eastern edge of the Dockyard. The buildings are well located to centralise many Dockyard office functions and amenities.

47. Design and Structure The design converts buildings 89 and 90 to house modern offices with suitable lighting, air conditioning and staff amenities for about 500 personnel. Building 89 is on the Register of the National Estate and is a particularly fine historic Naval stores building (plan E). This fact is given due recognition in the design work. Whilst modern materials handling methods have reduced the effectiveness of Building 89 as a store, the large open floor spaces are suitable for office accommodation. Building 90 is not historically significant. It detracts from the architectural significance and impact of Building 89, but the Committee accepts that its demolition cannot be justified.

48. Building 89 will retain the original cast iron columns. New service cores (for lifts etc) will be constructed in each level. For fire protection purposes, the original timber floors will need to be topped with concrete although the underside of the floors will be left exposed to form the finished ceilings (plan F). The external stonework of the buildings will be renovated to maintain the historic facade.

49. The Committee notes the assurances given by the Department of Housing and Construction and the Department of

Defence that efforts will be made to keep an area of the original timber floor unconcreted and accessible to public view. The Committee understands that the hydraulic operated machinery (engines, accumulator, hoists and lifts) in building 89 may be the only machinery of its type intact in Australia. The Committee notes the undertakings given by the Department of Defence and the Department of Housing and Construction to discuss the future location of the machinery with the Australian Heritage Commission and technological museums.

Production Administrative Centre and Dock Refit Berth Support Facility

50. Siting The new building is sited on the eastern side of the Captain Cook Dock in a prominent position in the Dockyard.

51. Design and Structure The building is designed to integrate the small scale buildings at the southern end of the historic precinct with the large scale industrial buildings, the cranes and the floating dock caissons of the Captain Cook Dock. The building provides workshops, stores, offices (including the Naval Architect Dock Office), amenities and change facilities for activities associated with the Captain Cook Dock and for wages and salaried personnel.

52. The main structure of the building will be of reinforced concrete on steel piles driven to bedrock and on columns seated in the walls of the existing underground pump house. Internal walls will generally be concrete with painted finish. The roof area is designed and structured to provide a passive recreation area.

SPPF and Oily Bilge Waste Treatment Plant

53. Siting The proposed SPPF is to be located in a prominent position to the south of the Captain Cook Dock. As

presently planned this facility will be in the line of vision of residents of the area and the harbour (plan G). The SPPF would be integrated with the proposed Oily Bilge Waste Treatment Plant and a liquid trade waste treatment plant which is being installed in Stage 1 and housed as part of Stage 2.

54. Design and Structure The GIMPT identified a requirement for a facility similar to the SPPF, for grit blasting, spray painting and metal spraying of ships' sections and other equipment, in this location. The process of grit blasting, presently mostly conducted outdoors, creates environmental problems of noise and dust. The proposed SPPF is designed to allow surface preparation and painting, for about 85 per cent of items requiring treatment, to be carried out under cover in one location at acceptable sound and dust pollution levels (plan H).

55. The proposed building housing the SPPF is to have a concrete frame and a steel roof structure supported on steel piles driven to bedrock with structural glass blocks for the southern wall to give the building a transparent character.

56. The Department of Housing and Construction said in evidence that the design and size of the building housing the proposed SPPF (14.2 metres high, 22.5 metres wide and 73.5 metres long) was determined by the functional criteria set by the Department of Defence. In particular, the height of the building was determined by the designated need to use a crane to manoeuvre items in and out of the facility as well as inside. The Committee questions the need for a facility of such large dimensions and cost.

57. The Committee also notes that whilst apparently arriving at acceptable solutions with regard to the levels of noise and dust pollution, there is considerable concern by

local residents and the Council of the City of Sydney about the visual intrusiveness of the proposed SPPF and Oily Bilge Waste Treatment Plant and the possibility of odours from the treatment of oily bilge and trade wastes.

58. The Department of Defence said in evidence that there is no possible alternative site for such facilities. However, it became apparent to the Committee that additional information, on the costs and benefits of alternative procedures for sand blasting, spray painting and oily bilge waste treatment, was necessary if an informed decision is to be made on the necessary size, location and cost of the facility.

59. Further analysis should fully evaluate the use of grit blasting and other surface preparation facilities outside Garden Island, the reduction of the capacity and the size of grit blasting and other surface preparation facilities on Garden Island, alternative siting on Garden Island and alternative designs for the facility. Further consultations should be held with relevant Government authorities and resident groups.

60. Committee's Recommendations The Committee recommends that construction of the Surface Preparation and Preservation Facility and Oily Bilge Waste Treatment Plant be deferred. These facilities should be re-examined and referred back to the Committee for separate consideration.

Groundworks

61. Design and Structure This program is designed to improve the aesthetic impact of the Island and to increase the overall efficiency of Garden Island's operations.

62. There are three major components of the work. First, the construction of a new system of walk-through concrete service ducts (accounting for about 60 per cent of the estimated cost of ground works) to enable the efficient distribution and easy maintenance of most reticulated engineering services to all mainland based users and ships. The provision of the reticulated engineering services is outlined in paragraph 65.

63. Secondly, the construction of roadworks and the completion of the east side reclamation and seawall commenced in the Stage 1 works (about 30 per cent of the estimated cost of groundworks). The new east side road will enable the Island to be serviced by a priority route from the Cowper Wharf Road entrance to the northernmost extremity of the Island. The Committee notes that the historic boatshed, which is in the path of the reclamation works, is to be relocated and that the Department of Defence has agreed to consult with the Australian Heritage Commission on the location. Other new roadworks will improve the operational efficiency by providing more flexible access to wharves and buildings and by separating dockyard and industrial traffic from internal and through traffic movements.

64. Thirdly, the remaining groundworks program is largely attributable to landscaping, signage and area lighting. This component continues Stage 1 landscaping work and will provide a mix of hard paving and trees with soft landscaping (grass, tree groves and screen planting with outdoor furniture) as appropriate to the use of an area. The Committee commends the Department of Housing and Construction on the 'Garden Island Streetscape Manual' which lays down detailed guidelines in relation to groundworks and building renovations generally. The Committee also notes the assurances given by the Department of Housing and Construction to follow the Australian Heritage Commission's advice in relation to the colour of historic buildings.

Reticulated Engineering Services

65. Design and Structure The new engineering services have been designed to provide a network which will permit Fleet support and Dockyard repair and refit activities to be carried out efficiently, reliably and safely. A range of reticulated services are to be supplied, for the most part through concrete service ducts constructed as part of the groundworks, including:

- electrical services, both 50 and 60 Hertz supply;
- mechanical services comprising compressed air for pneumatic tools on ships and shore, steam for ships' steam systems, chilled water for air conditioning plants on ship and shore, demineralised water, diesel fuel oil and oily bilge waste;
- hydraulic services:
 - . new freshwater supply system and booster pumps to meet any fire emergency and to comply with current Fire Codes and NSW Metropolitan Water, Sewerage and Drainage Board (MWS&DB) regulations;
 - . seawater to serve the proposed Fleet Berth Wharves; and
 - . upgrading existing sewerage system by increasing capacity and augmenting existing pumping stations for discharge into the MWS&DB sewers.

66. In addition, a new central security and fire alarm supervisory system will be provided to monitor all fire protection and electronic security installations at Garden Island. The existing system is unsuitable and will be removed.

Relocation of Facilities and Activities and Site Clearance

67. This encompasses the work necessary to relocate existing building modules preparatory to allowing site clearance and construction work to commence on new buildings.

Committee's Conclusions and Recommendations

68. With the exception of the Surface Preparation and Preservation Facility and the Oily Bilge Waste Treatment Plant the Committee is satisfied with the siting, design and structure of the proposed Stage 2 works at Garden Island Dockyard. The Committee recommends the construction of the works in this reference, except the Surface Preparation and Preservation Facility and Oily Bilge Waste Treatment Plant. The Committee commends the attention paid to environmental aspects and to the preservation of historic buildings.

OTHER OBSERVATIONS

Progress of Advanced Works and Stage 1 Works

69. The Committee was advised by the Department of Defence and the Department of Housing and Construction that these works were generally proceeding according to plan although the extent of the problems associated with disruption of Dockyard activity was not anticipated. Due to the abnormality of the sites there have been some real cost over-runs which are currently the subject of departmental analysis. Car parking difficulties in the near future will be one of management's major concerns. The Committee notes that these issues will require careful monitoring and management if disruption is to be minimised and costs kept within estimates for current and future works.

70. The Committee is satisfied with the near completed amenities and refit control building undertaken as part of the Advance Works. The Committee is also satisfied with the changes in design to the cliff face car park facility which make the car park blend in better with the cliff face environment and to the landscaping of the roof of the utilities building, both of which are Stage 1 works. The Committee notes with concern that no agreement has yet been reached between the Commonwealth, the State and the Council of the City of Sydney as to the financial involvement of the State and Council in providing and maintaining the public park on the roof of the car park. The Committee is still of the view that the State and City Council should be financially involved.

Submissions and Evidence by Local Government

71. The Committee was most concerned that representatives of the Council of the City of Sydney were not available at the hearings to give evidence on matters of particular concern to the Committee and in which the role of the Council is most important (e.g. the SPPF, visual impact of cranes and lights, public access to the proposed new Fleet Berth Wharves, the location of Harry's Cafe de Wheels and landscaping and use of the car park).

Harry's Cafe de Wheels

72. The Committee was advised by the Department of Defence that Harry's would have to move and that no other nearby site, on Commonwealth controlled land, was available. Although the Committee accepts the view put by the Department of Defence that it is not the responsibility of the Commonwealth to find an alternative site, the Committee requests that the relevant Commonwealth Departments further discuss this matter with the Council of the City of Sydney.

Access

73. The Committee is concerned with the question of access to the foreshores of the harbour. The Department of Defence advised that their opinions on access to the Woolloomooloo Fleet Berth Wharves had altered in recent times because of changes in security policy. The Department of Defence feels it is not able to allow any public access to these wharves other than on open days. The Committee notes the assurance given by the Department of Defence that there would be public access to the knoll at the northern tip of Garden Island and its foreshores on a regular basis. However, the Committee requests that the relevant Commonwealth Departments discuss further the question of access to the foreshores of the harbour with the relevant State and local government authorities.

Reference to Stage 3 Works

74. The Committee notes that no further works are planned for construction until 1988 at the earliest.

The Disabled

75. The Committee commends the progress made by the Department of Housing and Construction in designing and planning for access for disabled persons to buildings in both Stage 1 and Stage 2 of the Garden Island Modernisation.

76. Mr Gatt of the Community Rehabilitation Task Force raised matters, which are outside the scope of this Inquiry, on the provision of additional funds to provide access to the Gymnasium and Chapel on Garden Island and on the provision of funds generally to improve access to Commonwealth buildings. The Committee has brought these matters to the attention of the Minister for Defence, the Minister for Housing and Construction and the Minister for Social Security (responsible for the Commonwealth Government's participation in the International Year of Disabled Persons) and has asked Ministers to consider these matters fully.

CONSULTATION WITH AUTHORITIES

77. The NSW Maritime Services Board has agreed in principle to the demolition and reconstruction of wharves 2, 3 and 4 at Woolloomooloo. The Commonwealth has already purchased these wharves and commenced demolition of wharf buildings 3 and 4 as part of Stage 1 car park works. The State Government is not opposed to the Woolloomooloo wharf developments.

78. The Committee notes that issues relating to the SPPF and Oily Bilge Waste Treatment Plant are still unresolved with the Council of the City of Sydney and the NSW Department of Environment and Planning.

LIMIT OF COST AND PROGRAM

79. The limit of cost of the proposal when referred to the Committee was \$79 million at April 1981 prices. These works are planned to be undertaken during the period 1981 to 1990, with initial authorisation in 1981-82. In addition, the Department of Housing and Construction has advised that a special provision of \$2.5 million for design contingency is likely to be required.

80. The Committee sought the advice of the Department of Finance on the appropriateness of the design contingency provision. As a general principle the Department of Finance does not support the concept of a design contingency as this runs counter to the well established planning processes as set down in the current Commonwealth Defence Works Budgeting Administrative Procedures Manual. The Department of Finance considers Garden Island a special case and agrees with the views expressed by the Department of Housing and Construction in their verbal evidence to the Committee that the particular nature and complexity of the Garden Island site could lead to unforeseen problems and that the contingency provision was the most visible and readily accountable method of allowing for these problems.

81. The Department of Finance had qualified its agreement to the design contingency provision to the extent that the Department of Housing and Construction would fully justify the design contingency provision in evidence to the Committee. The Committee considers that insufficient justification was provided by the Department of Housing and Construction to warrant approval of \$2.5M. Accordingly, provision of \$1.0M for design contingency should be made at this stage with justification for the balance of \$1.5M to be considered when the SPPF and Oily Bilge Waste Treatment Plant are referred back to the Committee for further examination.

82. In future cases, where there is an apparent need for a contingency provision, the Committee will require that the appropriate Government agency in its written submission provides full justification of the need for the provision and details the types of work for which the provision may be required.

Committee's Recommendation

83. In the light of paragraphs 60 and 81 the Committee recommends that the limit of cost for the proposal should now be \$74.4M at April 1981 prices, plus a special provision of \$1.0M for design contingency. The Committee considers that justification of the remaining \$1.5M design contingency provision can be examined when the Surface Preparation and Preservation Facility and Oily Bilge Waste Treatment Plant are referred back to the Committee for further examination.

RECOMMENDATIONS AND CONCLUSIONS

84. The summary of recommendations and conclusions of the Committee and the paragraph in the report to which each refers is set out below.

Paragraph

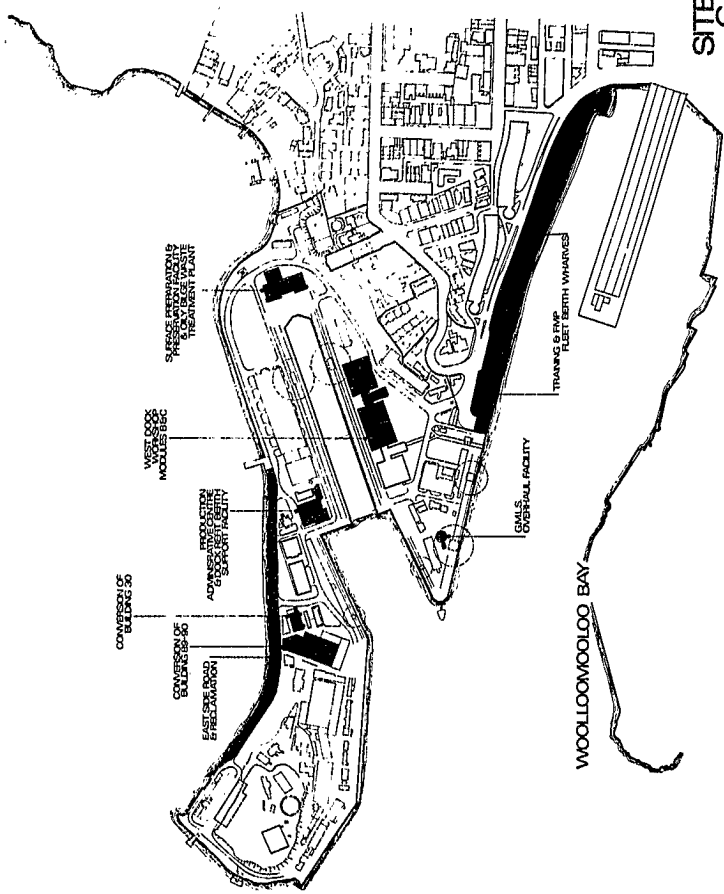
- | | | |
|----|--|----|
| 1. | THE COMMITTEE ACCEPTS THAT THE EFFICIENCY AND EFFECTIVENESS OF FLEET BASE AND DOCKYARD OPERATIONS ARE SEVERELY HAMPERED BY INAPPROPRIATE AND INADEQUATE WHARF FACILITIES, WORKSHOP CAPACITY, ASSOCIATED ENGINEERING AND OFFICE SERVICES AND AMENITIES. | 28 |
| 2. | THE COMMITTEE CONSIDERS THE NEED FOR THE STAGE 2 DEVELOPMENT IS JUSTIFIED. | 28 |
| 3. | THE COMMITTEE IS SATISFIED WITH THE SITING, DESIGN AND STRUCTURE OF THE WOOLLOOMOOLOO FLEET BERTH WHARVES. | 35 |
| 4. | THE COMMITTEE RECOMMENDS THAT CONSTRUCTION OF THE SURFACE PREPARATION AND PRESERVATION FACILITY AND OILY BILGE WASTE TREATMENT PLANT BE DEFERRED. THESE FACILITIES SHOULD BE RE-EXAMINED AND REFERRED BACK TO THE COMMITTEE FOR SEPARATE CONSIDERATION | 60 |
| 5. | WITH THE EXCEPTION OF THE SURFACE PREPARATION AND PRESERVATION FACILITY AND THE OILY BILGE WASTE TREATMENT PLANT THE COMMITTEE IS SATISFIED WITH THE SITING, DESIGN AND STRUCTURE OF THE PROPOSED STAGE 2 WORKS AT GARDEN ISLAND DOCKYARD. | 68 |

6. THE COMMITTEE RECOMMENDS THE CONSTRUCTION OF THE WORKS IN THIS REFERENCE, EXCEPT THE SURFACE PREPARATION AND PRESERVATION FACILITY AND OILY BILGE WASTE TREATMENT PLANT. 68
7. THE COMMITTEE COMMENDS THE ATTENTION PAID TO ENVIRONMENTAL ASPECTS AND TO THE PRESERVATION OF HISTORIC BUILDINGS 68
8. THE LIMIT OF COST OF THE PROPOSAL WHEN REFERRED TO THE COMMITTEE WAS \$79M AT APRIL 1981 PRICES, PLUS A SPECIAL PROVISION OF \$2.5M FOR DESIGN CONTINGENCY. 79
9. IN THE LIGHT OF PARAGRAPHS 61 AND 81 THE COMMITTEE RECOMMENDS THAT THE LIMIT OF COST FOR THE PROPOSAL SHOULD NOW BE \$74.4M AT APRIL 1981 PRICES, PLUS A SPECIAL PROVISION OF \$1.0M FOR DESIGN CONTINGENCY. THE COMMITTEE CONSIDERS THAT JUSTIFICATION OF THE REMAINING \$1.5M DESIGN CONTINGENCY PROVISION CAN BE EXAMINED WHEN THE SURFACE PREPARATION AND PRESERVATION FACILITY AND OILY BILGE WASTE TREATMENT PLANT ARE REFERRED BACK TO THE COMMITTEE FOR FURTHER EXAMINATION. 83


(M.H. BUNGEY)
Chairman

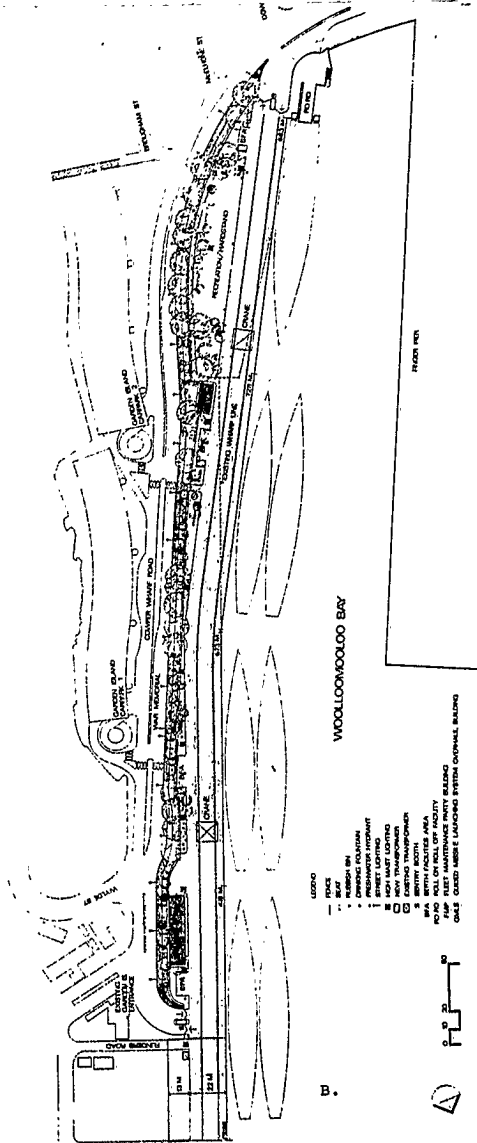
Parliamentary Standing Committee on Public Works,
Parliament House,
CANBERRA.
20 August 1981.

SITE PLAN GARDEN ISLAND



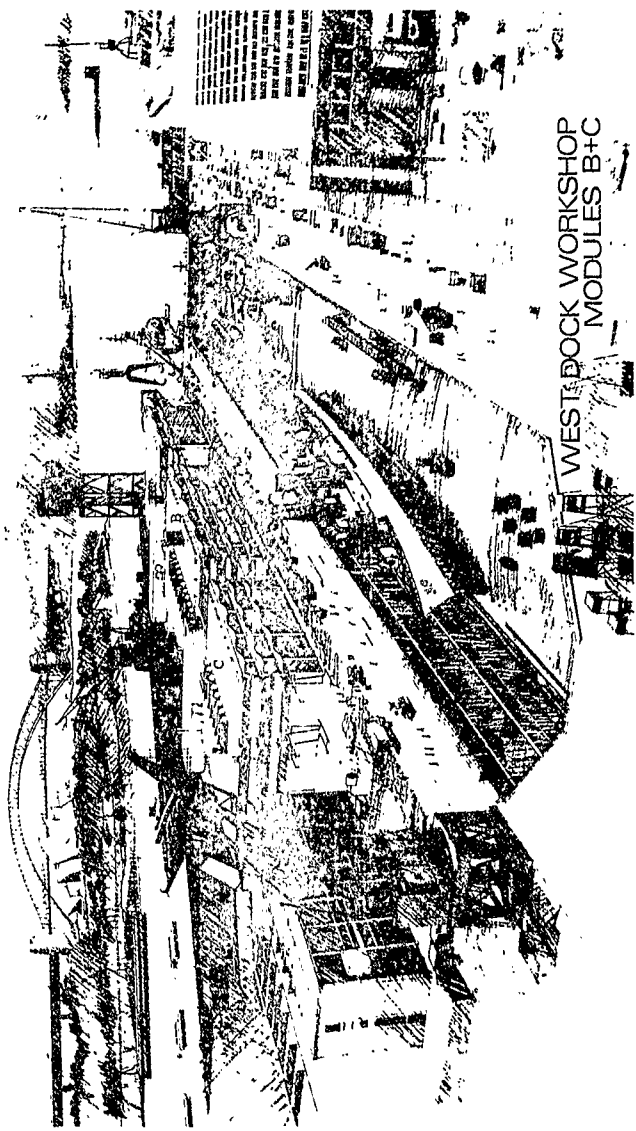
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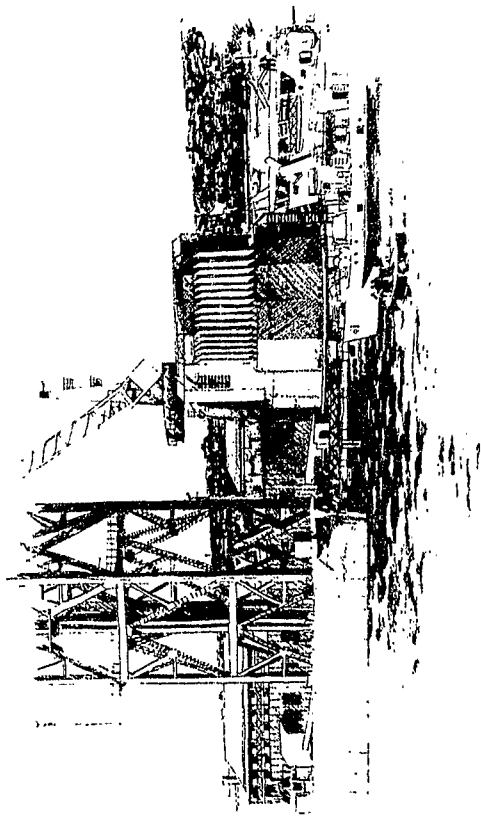


SITE PLAN
 WOOLLOOMOOLOO
 FLEET BERTH WHARVES

- WOOLLOOMOOLOO BAY
- FACE
 - RAFT
 - PERGOLA
 - WALKWAY
 - STREET LIGHTING
 - CANTONMENT
 - ENGINE TRANSFORMER
 - WATER FACILITIES AREA
 - RAIL ROLL ON ROLL OFF FACILITY
 - RAIL ROLL ON ROLL OFF PLATFORM
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- B.

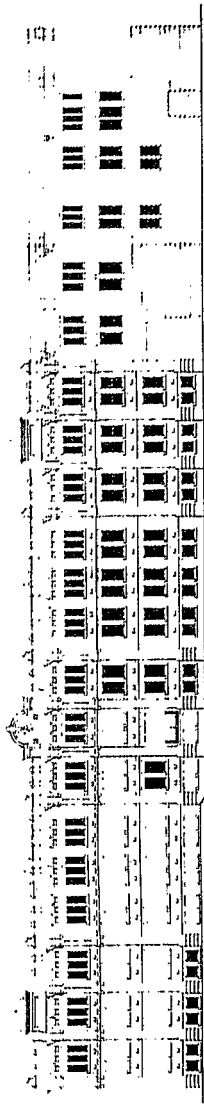


WEST DOCK WORKSHOP
MODULES B+C

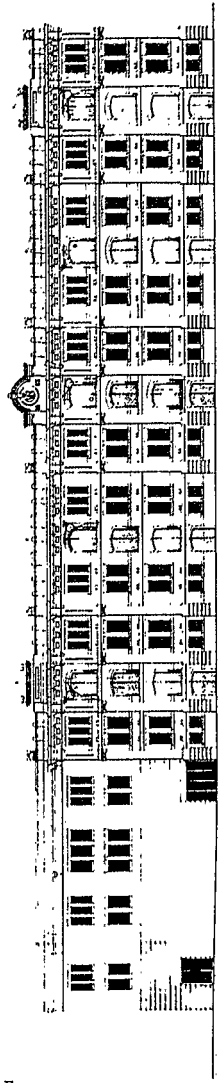


D.

GMLS BUILDING

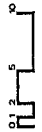


SOUTH ELEVATION

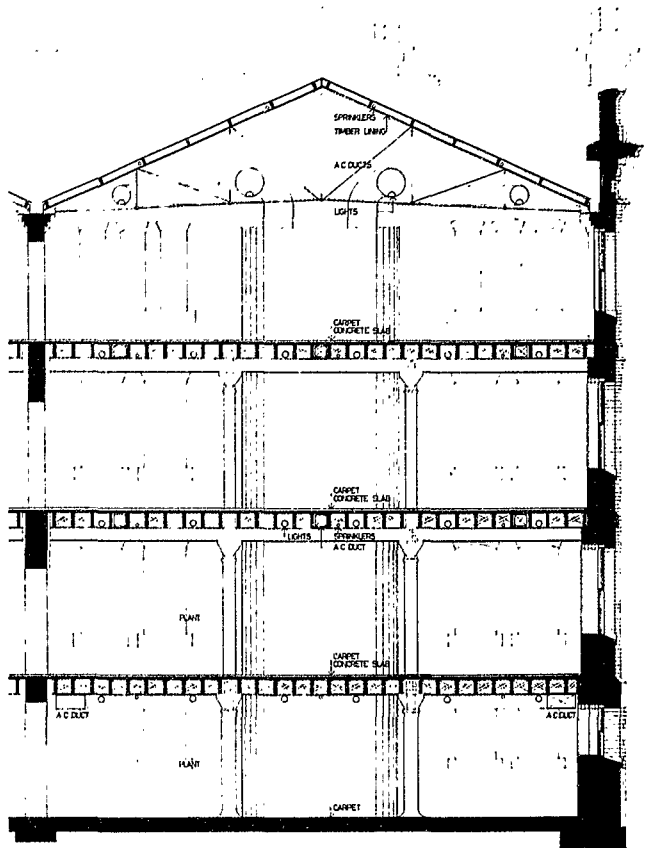


NORTH ELEVATION

CONVERSION OF BUILDING 89-90

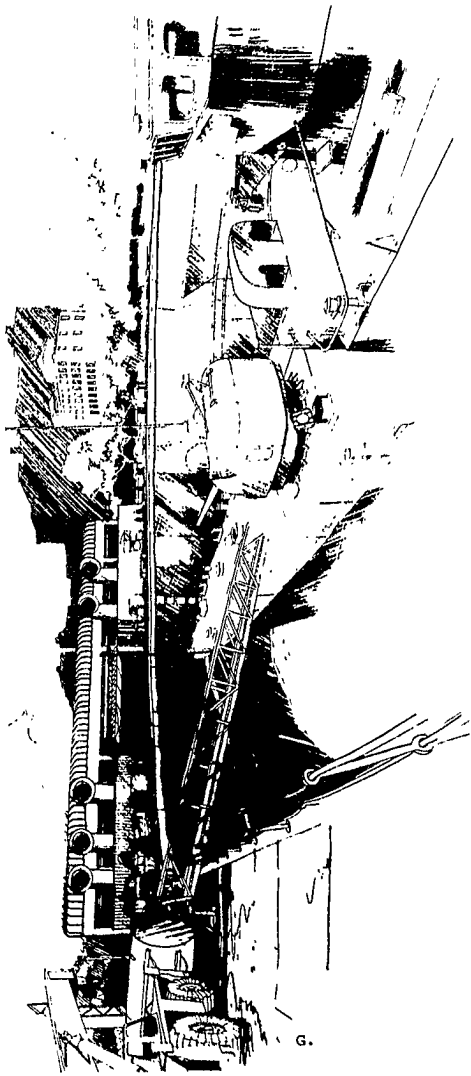


CONVERSION OF BUILDING 89 90



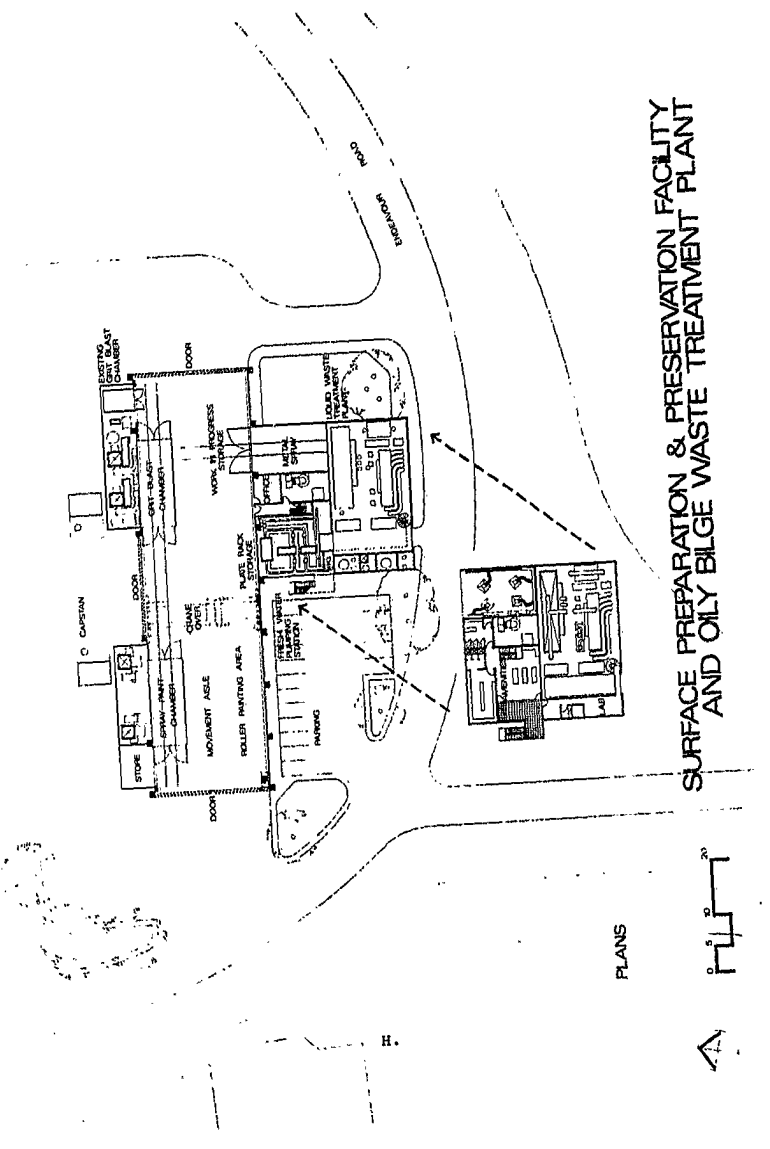
PART SECTION





G.

SURFACE PREPARATION & PRESERVATION FACILITY
AND OILY BILGE WASTE TREATMENT PLANT



**SURFACE PREPARATION & PRESERVATION FACILITY
AND OILY BILGE WASTE TREATMENT PLANT**

PLANS



H.