

Project Data Summary Sheet¹⁵⁴

Project Number	SEA1654 Phase 3
Project Name	Maritime Operational Support Capability (Replacement Replenishment Ships)
First Year Reported in the MPR	2017-18
Capability Type	Replacement
Capability Manager	Chief of Navy
Government 1st Pass Approval	Apr 14
Government 2nd Pass Approval	Apr 16
Budget at 2nd Pass Approval	\$1,004.6m
Total Approved Budget (Current)	\$1,078.0m
2021-22 Budget	\$86.4m
Complexity	ACAT II



Section 1 – Project Summary

1.1 Project Description

The SEA1654 Phase 3 Maritime Operational Support Capability (MOSC) Project will replace both HMA Ships *Success* and *Sirius* with a single class of two Auxiliary Oiler Replenishment (AOR) Ships to sustain deployed maritime forces.

The primary role of the AOR Ships is the provision of afloat-support capability to fleet units. Afloat support is the underway replenishment of liquid and solid cargo, including high-flashpoint marine diesel fuel and aviation fuel, potable water, explosive ordnance, fresh and frozen provisions and general stores, utilising ship fitted systems or helicopters. The secondary role of the AOR Ships is to provide limited resupply in support of operations ashore.

1.2 Current Status

Cost Performance

In-year

As at end of June 2022, the project spent \$64.5m against an in-year budget of \$86.4m. The variance of \$22.0m is primarily due to the prime contract (Navantia), associated with delays to the Contract Change Proposals (CCPs) and Foreign Military Sales (FMS) cases.

Project Financial Assurance Statement

As at end of June 2022, the SEA1654 Phase 3 Project has reviewed the project's approved scope and budget for those elements required to be delivered by Defence. Having reviewed the current financial contractual obligations of Defence for this project, current known risks and estimated future expenditure, Defence considers, as at the reporting date, there is sufficient budget including contingency remaining for the project to complete against the agreed scope.

Contingency Statement

The project has not applied contingency in the financial year.

Schedule Performance

Production of the AOR Ships continued in Spain until the shipyard was shut down for 12 weeks from March 2020 to June 2020 in response to the COVID-19 pandemic and the nationwide lockdown. On return to work, productivity was reduced by the need to meet strict post-COVID work procedures limiting workforce numbers, additional cleaning and social distancing. The overall forecast delay to Ship 1 was 6 months. Consequently, Initial Materiel Release (IMR) was similarly delayed, however Initial Operational Capability (IOC) was delayed by only 5 months. Final Materiel Release (FMR) and Operational Capability (OC) for Ship 2 have also been delayed by approximately 8 months as a result of the shutdown and production delays.

Major SEA1654 Phase 3 Project milestones achieved in 2021-22 include:

Ship 1 *Supply* achieved Initial Operational Capability (IOC) with caveat October 2021;

Ship 2 *Stalwart* achieved Ship Acceptance (SA2) August 2021

Final Materiel Release (FMR) was declared September 2021; and

Ship 2 *Stalwart* Commissioned into the Royal Australian Navy (RAN) and achieved Operational Release October 2021.

The achievement of Final Operational Capability (FOC) remains forecast in December 2022. This is within the original schedule approved by Government at Second Pass.

Materiel Capability/Scope Delivery Performance

The SEA1654 Phase 3 Project delivered Ship 2 *Stalwart* to the RAN in October 2021. FOC for Ship 1 *Supply* and Ship 2 *Stalwart* is expected to be achieved in December 2022.

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Forecast dates and Sections: 1.2 (Materiel Capability/Scope Delivery Performance), 1.3 (Major Risks and Issues), 4.1 (Measures of Materiel Capability/Scope Delivery Performance), and 5 (Major Risks and Issues) are excluded from the scope of the ANAO's review of this Project Data Summary Sheet. Information on the scope of the review is provided in the *Independent Assurance Report by the Auditor-General in Part 3* of this report.

Note
Forecast dates and capability assessments are excluded from the scope of the Auditor-General's Independent Assurance Report.

1.3 Project Context

Background

The Defence White Paper 2013 (DWP 2013) identified the requirement for the RAN to resupply its deployed ships as an essential capability given the size of the area over which its Naval forces operate and the extended periods they may be required to remain at sea. It advised the Government's intention to replace the capability currently provided by *Success* and *Sirius* at the first possible opportunity; which would include the examination of options for local, hybrid and overseas build, or the leasing of an existing vessel.

In light of the urgent need to forestall a capability gap in this crucial area, and supported by value for money considerations, the Government provided First Pass approval in April 2014 for Defence to conduct a limited competitive tender process between Navantia S.A. (Navantia) of Spain and Daewoo Shipbuilding and Marine Engineering (DSME) of South Korea for two replacement replenishment ships based on existing Military-Off-the-Shelf (MOTS) designs.

The SEA1654 Phase 3 Project entered into contracts with DSME and Navantia in October 2014, for the Risk Reduction and Design Studies (RRDS). The primary RRDS deliverable was the Mission System Specification (MSS) for the AOR Ship design solution, as well as an indicative support strategy.

The Government provided Second Pass approval in April 2016 to acquire two AOR ships and associated support systems from Navantia, including an initial period of five years in-service support. In May 2016, the \$640 million acquisition contract was signed with Navantia to build the two AOR Ships in Spain, with delivery contracted to occur in 2019 and 2020 respectively.

Although the new AOR Ships will be built overseas, Australian Industry participation is estimated to be in excess of \$120 million. In addition, the initial \$250 million five-year sustainment contract also signed with Navantia, will be undertaken in Australia (note this contract is not included within Section 2.1 of this PDSS given it refers to the funding of sustainment).

In November 2017, the Minister for Defence announced the AOR Ships would be named *HMAS Supply* and *HMAS Stalwart*.

Uniqueness

The acquisition and support contracts were both signed on the same date and with the same Contractor, Navantia, with linkages between the acquisition and initial transitional five year in-service support Conditions of Contract.

While the AOR Ships are based on the existing MOTS design, based on the Spanish *Cantabria* class design, the minimal changes incorporated into the MSS have been limited to those required to meet the RAN's essential requirements, environmental obligations and statutory requirements.

The AOR Ships will be built and delivered in Spain, before transit to Australia for completion of an Australian fit-out period prior to the introduction into service of each AOR Ship.

Major Risks and Issues

The remaining major risk disclosed in the 2020-21 PDSS has been closed due to the SEA1654 Phase 3 Project achieving Explosive Ordinance (EO) certification in March 2021 and Armament Certification in October 2021. The remaining issue relating to the delays and deficiencies associated with the supplies of Integrated Logistics Support and the delivery of training has been closed after achieving completion in February 2022. An emergent risk is identified for completion of remaining Category 6 and 7 testing on AOR 2, which requires the availability of other ships with appropriate capability that may delay Operational Capability for the vessel, and hence delay Final Operational Capability (FOC). Additionally, IOC was declared with one caveat relating to the communication system, which still requires further testing and rectification.

Other Current Related Projects/Phases

Project N2262 - Facilities to Support SEA1654 Phase 3 MOSC: The SEA1654 Phase 3 Project Second Pass Approval also included the approval of scope for, and a significant percentage of the capital acquisition cost allocated to, the delivery of the facility requirements for the MOSC under the Estate and Infrastructure Group (E&IG) Project N2262. The supporting facilities and infrastructure works being delivered at Stirling, Garden Island Defence Precinct and Randwick Barracks under N2262 will be critical to the successful introduction and sustainment of the MOSC. Note the total approved budget and expenditure history included within this PDSS only includes Capability Acquisition and Sustainment Group (CASG) allocated funding and therefore Project N2262 budget and expenditure is excluded from the scope of this report.

Note

Major risks and issues are excluded from the scope of the Auditor-General's Independent Assurance Report.

Section 2 – Financial Performance

2.1 Project Budget (out-tuned) and Expenditure History

Date	Description	\$m	Notes
Project Budget			
Apr 14	Original Approved (Government First Pass Approval)	13.2	1
Apr 16	Government Second Pass Approval	991.4	2
	Total at Second Pass Approval	1,004.6	
Jun 16	Real Variation – Transfer	69.1	3
Apr 19	Real Variation – Transfer	0.3	5
Jan 20	Real Variation – Transfer	12.0	6
Jun 22	Real Variation – Transfer	(4.9)	8
Jun 22	Exchange Variation	(3.2)	
	Total Budget	1,077.9	
Project Expenditure			
Prior to Jul 21	Contract Expenditure – Navantia S.A	(734.3)	7
	Contract Expenditure – Raytheon Australia	(43.6)	
	Other Contract Payments/Internal Expenses	(40.3)	4
		(818.2)	7

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FY to Jun 22	Contract Expenditure – Navantia S.A Other Contract Payments/Internal Expenses	(57.7) (6.8)		4, 9
Jun 22	Total Expenditure		(64.5) (882.7)	
Jun 22	Remaining Budget		195.2	

Notes	
1	This project's original budget amount is that prior to achieving Second Pass Government approval.
2	The Government Second Pass Approval transfer amount only includes funding transferred to CASG, including contingency. It does not include approved capital funding transferred to Navy and other Defence Groups.
3	Transfer of funding for Training under the acquisition contract Not To Exceed (NTE) price for Training delivery and development CCPs from Navy.
4	Other expenditure comprises operating expenditure, minor contract expenditure and other capital expenditure not attributable to the listed contracts.
5	Transfer of funding is for Materiel Data Exchange Specification (MDES) CCP under the acquisition contract from Navy.
6	Transfer of funding from Estate and Infrastructure Group (E&I) project N2262 – Facilities to Support SEA1654 Phase 3 MOSC. Funding will cover additional costs expected in Australian fit-out activities, engineering and ILS costs associated with CCPs and additional project support costs to cover the period of delay.
7	This amount includes \$0.6m paid from Navy (outside CASG) which relates to the project. This was for work completed regarding the Materiel Data Exchange Specification.
8	Transfer of approved acquisition funding to sustainment, the residual approved acquisition balance following the transfer is surplus to the acquisition project's needs.
9	The Other Payments/Internal Expenses for FY 21-22 predominantly consist of: (\$3.5m) - project support including accommodation, travel, meals and incidentals; and (\$3.1m) - material purchases for operation.

2.2A In-year Budget Estimate Variance

Estimate PBS \$m	Estimate PAES \$m	Estimate Final Plan \$m	Explanation of Material Movements
49.4	88.2	86.4	PBS-PAES: Variance primarily due to delays with the Prime Contract associated with delayed delivery of Ship 2 Stalwart and the transfer of additional works from Spain to Australia as a result of COVID-19. (\$14.5m) decrease is due to allocated of fund to CCPs that are no longer required. PAES-Final Plan: Variance due to foreign exchange movements.
Variance \$m	38.8	(1.8)	Total Variance (\$m): 37.0
Variance %	78.5	(2.0)	Total Variance (%): 74.8

2.2B In-year Budget/Expenditure Variance

Estimate Final Plan \$m	Actual \$m	Variance \$m	Variance Factor	Explanation
			Australian Industry	In-year variance of \$22.0m to date is primarily due to the prime contract (Navantia), associated with delays for Contract Change Proposals and FMS cases.
		(22.0)	Foreign Industry	
			Early Processes	
			Defence Processes	
			Foreign Government Negotiations/Payments	
			Cost Saving	
			Effort in Support of Operations	
			Additional Government Approvals	
86.4	64.5	(22.0)	Total Variance	
		(25.4)	% Variance	

2.3 Details of Project Major Contracts

Contractor	Signature Date	Price at		Type (Price Basis)	Form of Contract	Notes
		Signature \$m	30 Jun 22 \$m			
Navantia S.A.	May 16	646.8	815.0	Fixed with indices escalation	Standard Defence Contract	1, 2, 3
Raytheon Australia	Nov 16	45.8	44.8	Fixed	Standard Defence Contract	3, 4

Notes	
1	This relates to the acquisition contract with Navantia only. The responsibility for the scope and funding of support contract is under the AOR Systems Program Office (AORSPO).
2	The increase in the acquisition contract price with Navantia predominantly relates to CCPs that have been implemented since the end of June 2019 for the provisioning of spares, training delivery and other deliverables.
3	Contract value as at end June 2022 is based on actual expenditure to end June 2022 and remaining commitment at current exchange rates, and includes adjustments for indexation (where applicable).
4	The decrease in the contract price with Raytheon Australia is due to minor fluctuations in foreign exchange and a reduction in escalation.

Contractor	Contracted Quantities as at		Scope	Notes
	Signature	30 Jun 22		
Navantia S.A.	2	2	AOR Ships Mission and Support Systems	
Raytheon Australia	2	2	Phalanx Block 1B Baseline 2 Close-In Weapon System (CIWS) and ancillary equipment	1
Major equipment accepted and quantities to 30 Jun 22				
1 AOR Ship – HMAS <i>Supply</i> was accepted in December 2020 and achieved IOR in April 2021. AOR Ship – HMAS <i>Stalwart</i> was accepted in August 2021.				
Notes				
1	The CIWS will be delivered with one Remote Control Station (RCS) and one Local Control Station (LCS) per AOR Ship.			

Section 3 – Schedule Performance

3.1 Design Review Progress

Review	Major System/Platform Variant	Original Planned	Current Contracted	Achieved/Forecast	Variance (Months)	Notes
System Requirements	Mission System	May 16	N/A	May 16	0	1
	Support System	Jul 16	N/A	Jul 16	0	
Preliminary Design	Mission System and Support System	Dec 16	N/A	Dec 16	0	
Critical Design	Mission System and Support System	Jun 17	N/A	Jun 17	0	2
Notes						
1	The key objectives of the System Requirements Review (SRR) and System Definition Review (SDR) for the Mission System, primarily establishing and validating the functional baseline contained in the contracted MSS, were achieved prior to the acquisition contract Effective Date (ED) as part of the First Pass RRDS contract and subsequent Request for Tender (RFT) Offer Definition and Improvement Activity (ODIA).					
2	Production on the AOR Ships commenced following Critical Design Review (CDR) with cutting steel occurring in June 2017.					

3.2 Contractor Test and Evaluation Progress

Test and Evaluation	Major System/Platform Variant	Original Planned	Current Contracted	Achieved/Forecast	Variance (Months)	Notes
System Integration	AOR Ship 1	Aug 19	N/A	Aug 20	12	1,2,5
	AOR Ship 2	May 20	N/A	Mar 21	9	1,2,5
Acceptance	AOR Ship 1	Sep 19	Dec 20	Dec 20	15	3,4,5, 6
	AOR Ship 2	Jun 20	Aug 21	Aug 21	14	3,4,5,6, 7
Notes						
1	System integration planned and forecast dates, including the installation, set-to-work, and testing of all systems on-board the AOR Ships by Navantia, are based on the completion of the Sea Acceptance Trials (SATs) for each AOR Ship.					
2	The integration of some systems such as the torpedo-self-defence (NIXIE), CIWS, Integrated Broadcast System (IBS), and remaining Information Communications Technology (ICT) Networks are required to take place in Australia after delivery of each AOR Ship from Spain.					
3	The current contracted dates for Acceptance are based on the current contract with Navantia.					
4	The Support System Acceptance is a prerequisite for the Acceptance of both AOR Ships Mission Systems. This includes the successful completion of the Provisioning Preparedness Review (PPR), Long Lead Times Item (LLTI) Review, and Facilities Readiness Review (FACRR), Training Readiness Review (TNGRR), Functional Configuration Audit (FCA), Physical Configuration Audit (PCA), crew Training and the Support System Effectiveness Demonstration (SSED).					
5	The forecast dates for System Integration and Acceptance of the AOR Ships are based on the latest agreed forecast dates, which will be included in the next Contract Master Schedule (CMS), delivered by Navantia in July 2021. The Project Integrated Master Schedule reflects this forecast. Delays to System Integration and Acceptance for AOR Ship 1 and Ship 2 against all milestones result from Navantia's shutdown of Shipyard during the Alarm State Covid-19 pandemic crisis.					
6	A Contract Change Proposal (CCP115) was signed in December 2020 which resulted in the AOR Ship 1 contracted Acceptance date change to the end of December 2020 and the AOR Ship 2 contracted Acceptance date change to the end of July 2021.					
7	A Contract Change Proposal (CCP133) was signed in July 2021 which resulted in the AOR Ship 2 contracted Acceptance date change to the end of August 2021.					

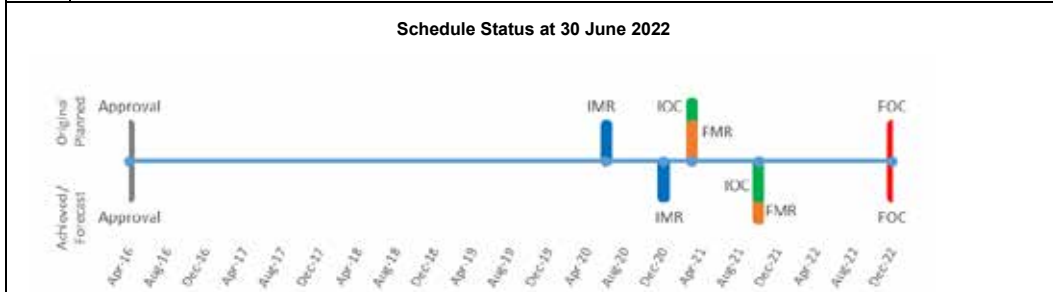
3.3 Progress Toward Materiel Release and Operational Capability Milestones

Item	Original Planned	Achieved/Forecast	Variance (Months)	Notes
Initial Materiel Release (IMR)	Q2 2020	Dec 20	6	2
Initial Operational Capability (IOC)	Q1 2021	Oct 21	7	2, 3, 5
Final Materiel Release (FMR)	Q1 2021	Sep 21	6	2, 3
Final Operational Capability (FOC)	2022	Dec 22	0	1, 6

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Notes	
1	Current forecast achievement of FOC aligns with the latest SEA1654 Phase 3 Integrated Project Management Planning documentation. This integrated planning has matured the project's understanding of FOC activities since the 2017/18 MPR, which previously forecast an early achievement of FOC.
2	The variance is mostly due to the Contractor's shipyard shut down in March 2020 in response to the COVID-19 pandemic and the nationwide lockdown and partly due to the production and test delays for both AOR Ships.
3	Initial Operational Capability (IOC) and Final Materiel Release (FMR) has been delayed. The affected contractual milestones dates were revised and formally updated via Contract Change Proposal (CCP133). CCP133 was signed in July 2021, demonstrating the revised dates.
4	Further clarification of milestones will be reflected in Section 4.2
5	The IOC milestone was achieved with one caveat relating to the communication system, see Section 5.2 for further detail.
6	Testing of some tasks within the Navy operational test and evaluation program, which are required to demonstrate achievement of full mission capability, could be delayed by availability of other Navy assets needed to support the testing. This has the potential to delay achievement of FOC until the first half of the 2023 calendar year.



Note
Forecast dates in Section 3 are excluded from the scope of the Auditor-General's Independent Assurance Report.

Section 4 – Materiel Capability/Scope Delivery Performance

4.1 Measures of Materiel Capability/Scope Delivery Performance

Traffic Light Diagram: Percentage Breakdown of Materiel Capability/Scope Delivery Performance	
	Green: The project expects to meet the Materiel Capability Requirements as expressed in the Materiel Acquisition Agreement (MAA).
	Amber: N/A
	Red: N/A

Note
This Traffic Light Diagram represents Defence's expected capability delivery. Capability assessments and forecast dates are excluded from the scope of the Auditor-General's Independent Assurance Report.

4.2 Constitution of Materiel Release and Operational Capability Milestones

Item	Explanation	Achievement
Initial Materiel Release (IMR)	AOR Ship 1 delivered ready for training, work-up and Operational Test and Evaluation (OT&E). Those CASG Fundamental Inputs to Capability (FIC) elements including transition into sustainment as defined by the AOR Support System sufficient to support OT&E.	Achieved Dec 20
Initial Operational Capability (IOC)	IOC is defined as the ability for an AOR Ship to conduct replenishment at sea for existing Navy Major Fleet Units by demonstrating the capacity to operate two replenishment stations concurrently with helicopter replenishment.	Achieved with caveat Oct 21
Final Materiel Release (FMR)	AOR Ship 1 and AOR Ship 2 complete in accordance with the Government Approved scope.	Achieved Sep 21
Final Operational Capability (FOC)	FOC is defined as: a. both new AOR Ships being able to deploy with a Navy Task Group to an operational area, major	Not yet achieved.

	<p>exercise or activity and conduct fully-integrated Task Group replenishment operations including multi-ship replenishment of liquids, solids and explosive ordnance, including by embarked helicopter; and</p> <p>b. achievement of the full scope of the project including delivery and acceptance into operational service of the Mission System, Support System and training systems and required facilities.</p> <p>FOC is currently scheduled to be achieved in December 2022.</p>	
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Section 5 – Major Risks and Issues

5.1 Major Project Risks

Identified Risks (risk identified by standard project risk management processes)	
Description	Remedial Action
<p>EO and Armament Certification</p> <p>There is a chance that certification of the AOR Explosive Ordinance (EO) facilities will not be awarded by the Materiel Acquisition Review Board (MARB) leading to an inability to achieve Initial Operational Release (IOR).</p>	<p>1 - The Project has engaged an SME to coordinate all EO certification activities in the lead-up to the MARB.</p> <p>2 - Preliminary MARB working groups have commenced, which involves close, collaborative working arrangements with RAN stakeholders. They have been progressing well to date.</p> <p>3 - The Project has sought input from Navantia to link design evidence of compliance against ARM-TC requirements, to speed progression of magazine certification.</p> <p>This risk has been closed as EO and Armament Certification was awarded March 2021 and October 2021 respectively.</p>
Emergent Risks (risk not previously identified but has emerged during 2021–22)	
Description	Remedial Action
<p>Category 6 and 7 Testing delaying OC2 and perhaps FOC</p> <p>There is a risk that limited availability of other Naval ships with appropriate capability will impact the remaining Category 6 and 7 testing on AOR 2, causing a delay to the Operational Capability (OC2) of the vessel, which would then delay FOC.</p>	<p>1. The Project is managing this risk through ongoing discussions with Navy and Integrated Project Team (IPT) meetings.</p> <p>2. Navy will arrange the testing at the first available opportunity.</p>

5.2 Major Project Issues

Description	Remedial Action
<p>Delays and deficiencies with ILS deliverables</p> <p>Delays and deficiencies associated with a range of Integrated Logistic Support (ILS) Supplies. Incorporating the necessary Technical Data (TD) furnished from subcontracted vendors, as well as the long lead times for the development and delivery of Training (including Training Facilities, Equipment and Aids), are impacting the delivery of the acquisition Support System, contractor Transition/Phase-In activities, and achievement of the OD of the Support Contract.</p>	<p>The SEA1654 Phase 3 Project has agreed corrective actions with Navantia prior to submission of future ILS deliverables for Commonwealth review. This mitigation is ongoing and has seen a significant increase in the quality of ILS deliverables due to the implementation of a number of steps including improved quality processes and engagement of experienced local Australian industry by Navantia.</p> <p>Regular meetings, communication and proactive engagement on Training development and delivery between Navantia, the N2262 Project, Commodore Training - COMTRAIN and the CASG senior management.</p> <p>This issue currently has no realised impact on the forecast schedule for the Materiel Release and Operational Capability Milestones of the AOR Ships.</p> <p>This issue is only relevant for Ship 1 as the suite of in-service and product documentations are applicable for both AORs.</p> <p>This issue has been closed as the delivery of the Training Management package was finalised February 2022.</p>
<p>IOC Declaration Caveat</p> <p>IOC was declared with one caveat relating to the Ships communication system</p>	<p>The AOR Ships have received interim communication system accreditation, which allows them to be operational, however some issues require further investigation and remediation prior to award of full accreditation.</p>

Note
Major risks and issues in Section 5 are excluded from the scope of the Auditor-General's Independent Assurance Report.

Section 6 – Lessons Learned

6.1 Key Lessons Learned

Description	Categories of Systemic Lessons
There is a requirement to recognise that projects on an accelerated schedule will have areas of ill-defined scope. Consequently, there needs to be some level of contingency added for these known unknowns (over and above those for standard projects) which can be readily accessed within compressed timeframes and thus	Schedule Management

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avoiding negative impacts on schedule.	
<p>Limitations exist with MOTS purchases when a significant amount of time has passed since the last unit was produced. The MOTS Strategy is most effective when procurement of a system can occur so that it is the next unit on a production run and there is little to no time lapsed in between units being produced. This would minimise the need for subsequent re-design as a result of changes to legislative requirements and or obsolescence issues that occurred during the time interval between production runs. Alternatively, planning needs to consider timeframes for re-design processes.</p>	Off-the-shelf Equipment
<p>Paradigm shifts occur in requirements for which project capability managers may not be fully ready to action. This was experienced with respect to the navigation display systems to be installed on the AOR Ships. This has led to an inability to agree specific scope boundaries and impact a project's ability to manage its suppliers delivering the scope.</p> <p>A faster process for the adoption of new technology and management of paradigm shifts in requirements, including security, would ensure the scope can be agreed and projects can progress towards delivery quicker.</p>	Requirements Management
<p>Conducting an offshore build program has cost and management implications associated with travel and attendance requirement as well as impacts of convenience that should be factored in the development of the project throughout the capability life cycle.</p> <p>Travel and associated costs related to attendance at project meetings, enlisting public servant and/or contracted support for production monitoring and time zone inefficiencies should be factored within the project cost model prior to Gate 2 approval and will continue to require active management during the acquisition phase. Projects managing offshore builds would benefit from having an allowance for a 'permanent' project team local to where the build is taking place.</p>	Contract Management

Section 7 – Project Structure

7.1 Project Structure as at 30 June 2022

Unit	Name
Division	Ships
Branch	Ship Acquisition - Specialist Ships

