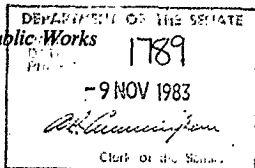




Parliamentary Standing Committee on Public Works



REPORT

relating to the proposed construction of a

TELECOM STATE HEAD OFFICE BUILDING

Adelaide,
South Australia

(Sixth Report of 1983)

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

R E P O R T

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Australian Government Publishing Service
1983

MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE
ON PUBLIC WORKS

(Twenty-Seventh Committee)

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John Saunderson, Esq., M.P.

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PUBLIC WORKS COMMITTEE ACT 1969
ORDER UNDER SUB-SECTION 18(4)

I, SIR NINIAN MARTIN STEPHEN, The Governor-General of the Commonwealth of Australia, acting with the advice of the Federal Executive Council, in pursuance of Sub-Section 18(4) of the Public Works Committee Act 1969, hereby, by this Order, declare that the public work described in the schedule be referred to the Parliamentary Standing Committee on Public Works for consideration and report.

SCHEDULE

TELECOM STATE HEAD OFFICE BUILDING, ADELAIDE, SOUTH AUSTRALIA

L.S.

Given under my Hand and the
Great Seal of Australia
on 11 August 1983

N.M. STEPHEN

Governor-General

By His Excellency's Command,

C.J. Hurford

Minister of State for
Housing and Construction

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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

TELECOM STATE HEAD OFFICE BUILDING, ADELAIDE,
SOUTH AUSTRALIA

R E P O R T

On 11 August 1983, His Excellency the Governor-General in Council referred to the Parliamentary Standing Committee on Public Works for consideration and report to Parliament, the proposal for construction of the Telecom State Head Office Building, Adelaide, South Australia.

The Committee has the honour to report as follows:

THE REFERENCE

1. The proposal referred to the Committee is for the construction of a State Head Office Building for Telecom Australia in Pirie Street, Adelaide, South Australia. The building will enable Telecom to centralise the South Australian Head Office staff who are presently located in seven separate buildings within the city.

2. The project comprises:

- the building structure which includes a basement, ground floor, mezzanine, twenty-three (23) upper floors, and a roof top plant area; and

- associated site works, landscaping, stormwater drainage and engineering services.

The estimated cost of the project is \$28.5 million at May 1983 prices.

THE COMMITTEE'S INVESTIGATION

3. The Committee received written submissions and drawings from Telecom Australia and the Department of Housing and Construction, and took evidence from their representatives at a public hearing in Adelaide on 19 September 1983. Representatives of the Department of Administrative Services also gave evidence.

4. A written submission and evidence was received from the Adelaide Commercial Television Stations, and letters were received from the Hon. J.D. Wright, M.L.A., State Member for Adelaide, the Australian Mutual Provident Society, and the Administrative and Clerical Officers Association.

5. Prior to the public hearing the Committee inspected Telecom's office accommodation in three buildings in Adelaide city - B.P. House, Engineering Building, and Advertiser Building - and the site for the proposed building in Pirie Street.

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

BACKGROUND

7. In recent years increased demand for telecommunications services has led to a steady increase in Telecom's operational facilities, and a corresponding increase in technical and administrative support staff. This has led to a number of leasing arrangements for Telecom administrative accommodation in Adelaide.

8. The location of the existing office space was essentially determined by the premises available at the time of need. Accordingly, fragmentation of staff groups has occurred and staff of the State Head Office are now dispersed at seven separate locations in the city.

9. For many years Telecom has recognised that administrative and operating advantages would result from locating its South Australian Head Office staff in one building, preferably in the Adelaide city area.

10. In 1977 detailed studies were undertaken to determine the best long term solution to Telecom's accommodation problems. Proposals examined ranged from the maintenance of existing leases, to the lease, purchase, or construction of a new building.

11. The most attractive and economic solution was to acquire a site and have a building constructed on it to Telecom's requirements.

12. A site was chosen and the Australian Telecommunication Commission approved the proposal. By October 1981 the design of the building project had been developed to a stage where tenders could be invited.

13. For financial reasons, construction was deferred. Construction through the involvement of a private developer was investigated, but no economically acceptable proposals were received.

14. It has now been decided to proceed with the development as a Telecom owned building.

THE NEED

15. Existing Accommodation The State Head Office staff are presently accommodated in seven buildings in the Adelaide city area. Three of these buildings are owned by Telecom, and office space in the other four is leased.

16. Detail of the present administrative accommodation is as follows:

Flinders Building	Telecom owned)
Waymouth Building	Telecom owned) 2,800 m ²
Engineering Building	Telecom owned)
B.P. House	leased)
Advertiser Building	leased) 19,700 m ²
General Accident Building	leased)
Western Offices	leased)

The annual rental of the leased office space (88 percent of the total) is approximately \$1.5 million.

17. The present accommodation is mainly in older buildings. On average the standard is barely acceptable and is generally below that applying to modern office accommodation. This applies particularly to amenities and services.

18. The buildings have functional aspects which are unsatisfactory, such as restricted floor spaces which necessitate branches or sections being spaced over different floors of a building, thus eliminating the required close working inter-relationships. Additionally, the separation of departments and branches between buildings causes constant movement of personnel, files and documents, and creates managerial inefficiencies and economic penalties.

19. Consideration has been given to the transfer of staff to accommodation in one centrally located leased building, or alternatively to a number of closely situated leased buildings. However, there is no building available for lease, or under construction, which would provide the floor area presently required.

20. Accommodation Needs Since the establishment of Telecom Australia in 1975, the Commission has had a policy of decentralisation and regional autonomy. This has applied mainly to District Headquarters and functional centres such as District Telephone Managers and Field Engineering Support Groups. However, for functional reasons, Head Office administrative staff are required to be located in a single central location.

21. In any proposed new building Headquarters groups to be accommodated would include the following:

- . State Manager and Personnel Staff
- . Engineering Department, including Drafting Section and Library
- . Operations Department, including Major Facilities Group and Telegraph Data Office
- . Marketing Department
- . Finance and Accounting Department
- . Personnel and Industrial Relations Department
- . Supply Branch
- . Information Systems Branch
- . Internal Audit
- . Auditor-General's Staff

In addition, the District Telephone Manager (Central) would be located in a city building, as would an associated City Business Office.

22. A new building would need to provide accommodation and amenities for 1600 staff and make provision for an increase in staff to 1900 by the year 2010. On this basis 22,000 m² of accommodation will need to be available when constructed (similar to the space presently occupied) and in total, approximately 25,000 m² of space should be provided to allow for future growth.

23. Economic Aspects An economic study has been undertaken which confirms that construction of a new building is more economically attractive than the costs of leasing. The study used a discounted cash flow technique and a study period of 20 years commencing in 1986/87.

24. Concentration of staff in one location would result in a number of cost savings and greater efficiency as a consequence of reduced staff movement and communication between diverse locations. These savings are estimated at \$0.18 million per annum. Also, other efficiency gains of an organisational and operating nature would be expected, because of the nature of the building design.

25. Committee's Conclusions Telecom Australia's South Australian Head Office administrative staff are presently accommodated in seven separate buildings within the Adelaide city area.

26. There is a need to centralise the State Head Office administrative staff in a single building for both operational and economic reasons.

27. A large building to accommodate 1900 staff by the year 2010 is required.

28. There is a need to construct a new building in the City of Adelaide to fulfil Telecom's accommodation needs.

LOCATION

29. The site for the proposed building in Pirie Street is in the area encompassed by the "Core Exchange Precinct" as defined by the City of Adelaide Development Control Act. A locality plan is shown as Illustration "A".

30. In selecting the site, preference was given to the City core area rather than a decentralised location. Reasons for this include the availability of public transport, close proximity to other Commonwealth and State Departments and Authorities, and limitation on the magnitude of permissible development in areas outside the Core Exchange Precinct.

31. The site lies on the line of pedestrian routes which Adelaide City Council has developed between the highly populated office buildings in the vicinity of Victoria Square and the retail and commercial areas in the northern sections of the city.

32. Committee's Conclusion The location of the proposed building in Pirie Street, Adelaide, is appropriate for a multi-storey office development.

SITE

33. The Land The site for the proposed building is known as Southern Plaza, 22-38 Pirie Street, Adelaide. It is of irregular shape with a total area of 3040 m². The land comprises three approximately rectangular sections, the largest of which has frontages onto Pirie Street, Exchange Place and McHenry Street. It also includes a 39.37m section of McHenry Street and a section of land known as the "Garden Area" which has a frontage to McHenry Street. The site plan is at Illustration "B".

34. The site, which is zoned for commercial development, has a 58.1m main frontage onto Pirie Street. Old buildings on the site have been demolished and it is now cleared and vacant. Although relatively flat the majority of the site has a natural slope towards Pirie Street.

35. It was necessary for Telecom to acquire the McHenry Street and Garden Area portions of the land for plot ratio purposes. A larger area of land was acquired than actually needed for the building to permit a development of the extent proposed. On completion of the building this land will be leased back to Adelaide City Council for landscaping and development as a pedestrian way.

36. Purchase Arrangements The Committee was interested to learn that Telecom was required to purchase an additional area of land that it did not need. As this space will be leased back to the Council the arrangement adds nothing to, nor takes anything away, from the open space and landscaped area in that part of the city. The same result would have been achieved if Telecom could have negotiated a genuine plot ratio with the Council, and if the City Council had retained ownership of McHenry Street and the garden area. The acquisition and lease back arrangement was a manipulative way of meeting the plot ratio requirements.

37. The Committee is concerned also about other conditions that the Department of Administrative Services agreed to when it purchased the site for the building. The land was purchased from Adelaide City Council for \$1.6 million in 1980. One of the conditions of purchase was that construction should commence within six years, otherwise the land must be sold back to the Council at the original purchase price. After six years this price will be considerably less than market value and the land would therefore be sold back to Council at a loss.

38. This arrangement would have been of little consequence had Telecom been able to commence construction when originally planned. However, the original purchase date was deferred, and any further deferment of the building may now place the land at risk. The Committee believes that the Department of Administrative Services should ensure that government clients entering into arrangements of this nature are in a position to commence construction in the shortest possible time, so that the Commonwealth is not faced with the possible loss of its investment.

39. Committee's Conclusion The site selected is suitable.

THE PROPOSED WORK

40. The Proposal The proposed building will be constructed as a single stage development to meet Telecom's long term growth requirements for administrative staff accommodation. The building will utilise the full site potential and will meet accommodation needs for about 20 years.

41. When constructed, the building will be the second tallest in Adelaide. It will comprise a basement, ground floor, mezzanine level, twenty-three upper floors, and a rooftop plant area. A perspective drawing of the building is shown at Illustration "C", and the floor plans at Illustrations "D", "E" and "F".

42. Building Design The building is similar in mass to the nearby Grenfell Centre and is approximately 1m lower than the Grenfell Centre height of 100m.

43. The building will be turned at 45° to the street to minimise the visual impact of its mass from Pirie Street. The orientation will take advantage of vistas of much of the length of the Mt Lofty Ranges and the coastline from the upper levels. It will also minimise the face to face relationship of windows with adjacent buildings and avoid aggravation of any canyon effect in Pirie Street.

44. At ground level interesting and irregular spaces will occur which, when landscaped, will enhance the address of the building and create a pleasant environment around the building perimeter.

45. The plan form will encourage pedestrian flow along the western side of the building at the Lower Stock Exchange Plaza Level. A transparent covered canopy over the Pirie Street Plaza and along Stock Exchange Place will provide all-weather protection for pedestrians.

46. Wind tunnel tests have been undertaken on scale models of the building to ensure that any adverse effects of the building on wind patterns in the area will be reduced to an acceptable level.

47. The upper floors are repetitive and provide large open areas, predominantly rectangular in shape, which will allow optimum layout flexibility for office planning.

48. The external cladding material will be light in colour, as required by Adelaide City Council, to contrast with the adjoining Grenfell Centre.

49. Sun hoods over the windows will minimise heat loadings within the building.

50. Construction details are at Appendix "A".

51. Floor Area The amount of office space to be provided has been determined in conjunction with the Department of Administrative Services, based on that Departments' "Guidelines for Commonwealth Office Accommodation, 1978".

52. The building will have a gross floor area of 33,500 m² which will include 25,300 m² of functional space for office accommodation and support facilities. The total area is based on Telecom's estimate of 1900 staff to be accommodated by the year 2010.

53. Space will be aggregated throughout the building for predicted staff growth over a number of years. This growth space will be spread over the majority of floors to enable logical and efficient development.

54. However, two entire floors are not expected to be required until ten years after occupation of the building. It is proposed that these floors be offered for lease to a Government department in the interim period.

55. Other Facilities A City Telecom Business Office will be located on the Ground Floor, as will a lecture theatre to seat 100 people. Apart from "in house" use and public interest sessions, the theatre will be available for use by appropriate organisations.

56. The building has been designed to incorporate staff amenities in accordance with local ordinances and the "Provision of Amenities in Telecom Australia Buildings" code of practice. It will include a staff cafeteria with seating for approximately 300, a functions room, and recreational facilities.

57. There will be provision for access and amenities for disabled people.

58. Construction Impact Construction of the building will generate some noise, and construction traffic will have a minor impact in the area. These matters have been discussed with officers of the Adelaide City Council and representatives of the owners and occupants of adjacent buildings. Consultations will continue throughout the construction period to ensure that disruption and disturbance is kept to an acceptable level.

59. The Committee received correspondence from the Australian Mutual Provident Society (AMP), owners of the Grenfell Centre, concerning access to their building during the construction period. The Society pointed out that access to the Grenfell Centre for emergency, fire fighting and various service vehicles, presently occurs via McHenry Street and a ramp running through the garden area. Once construction commences McHenry Street and the ramp will be closed to traffic.

60. Discussions on this matter have been held in the past between the AMP Society and Telecom, but were discontinued before an agreement was reached when construction of the building was previously deferred.

61. Since the public hearing, Telecom, the Department of Housing and Construction, and the Adelaide City Council have met to discuss the AMP submission.

62. Telecom states that it has always recognised the need for continued access for emergency and fire fighting vehicles, and that its planning has provided for such access during construction. Also, Council intends to provide emergency access to the Grenfell Centre in its ultimate development of McHenry Street and the garden area.

63. Telecom also advised the Committee that Council clearly indicated it never intended continued access for vehicles to service the lower Plaza Level shops of the Grenfell Centre, either during construction or in the future. Council saw the AMP problem as one that would be resolved in both the short term and in the long term by the redesign of existing and future kerb-side parking to provide adequate loading and unloading spaces. This matter will be resolved between the Adelaide city Council and the Australian Mutual Provident Society.

64. Committee's Conclusion The design of the proposed building is satisfactory.

LIMIT OF COST

65. The estimated cost of the project when referred to the Committee was \$28.5 million at May 1983 prices, made up as follows:

	\$m
Building Works (including carpets and civil-hydraulics works)	19.0
Engineering Services (including air conditioning, light, power, security and fire services)	9.5
TOTAL (excluding fit-out costs)	28.5

IMPACT ON ADELAIDE'S TELEVISION RECEPTION

66. The Adelaide suburban area in the shadow of the Mount Lofty ranges presently receives its only satisfactory television signal from a UHF translator aerial located on the roof of the Grenfell Centre. The combined commercial television stations of Adelaide presented a submission to the Committee pointing out that the proposed building will cause interference to reception from this translator, in the suburbs to the south of Adelaide city.

67. The television stations submit that there are three possible ways of overcoming the problem. They are:

- . to reduce the height of the proposed Telecom building by 8.5m;
- . to relocate the aerial to the top of the Telecom building when completed; or
- . to raise the height of the existing transmitting aerial on the Grenfell Centre by 9m.

The television stations advocate the first option as the least disruptive, and least costly alternative to them.

68. The Committee does not believe that the first option is a realistic solution to the problem. The economic costs of this alternative to Telecom far outweigh the costs of other solutions - costs that the television stations believe they may have to meet. At the public hearing, the representative of the commercial television stations admitted that the logical solution was to raise the height of the aerial on the Grenfell Centre - although he felt that the cost should not be borne by the television stations.

69. The Committee agrees that the obvious solution is to raise the height of the aerial on the Grenfell Centre. The television stations appear to be using the first option, and the financial responsibility aspects of the other options, as points for negotiation.

70. The Committee suggests that negotiations between the television stations and Telecom Australia take place as soon as possible to find a mutually satisfactory solution to this matter. The Committee does not believe that construction should be delayed pending a resolution to the problem.

71. The Committee was also concerned that future installations on the roof of the Telecom building would again interfere with the signal from a raised antenna on the Grenfell Centre. The Telecom building has been designed to enable the installation of an earth satellite reflector, if required in the future. However, Telecom advised the Committee that such a reflector would be located on the lower roof level and would therefore not cause disturbance to the television signal. It also advised that it has no other plans to install equipment on top of the building which is likely to cause interference to the signal from the Grenfell Centre translator, and necessitate further changes.

PROGRAM

72. Subject to the necessary approvals it is proposed to invite tenders for the project in January 1984. Construction of the building will require a minimum period of 30 months. It is envisaged to let a contract in mid-1984 with completion in late 1986.

73. Committee's Conclusion The Committee recommends construction of the work in this reference.

RECOMMENDATIONS AND CONCLUSIONS

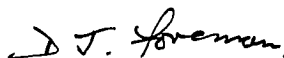
74. The summary of the recommendations and conclusions of the Committee and the paragraph in the report to which each refers is set out below:

Paragraph

1. TELECOM AUSTRALIA'S SOUTH AUSTRALIAN HEAD OFFICE ADMINISTRATIVE STAFF ARE PRESENTLY ACCOMMODATED IN SEVEN SEPARATE BUILDINGS WITHIN THE ADELAIDE CITY AREA.

25

	<u>Paragraph</u>
2. THERE IS A NEED TO CENTRALISE THE STATE HEAD OFFICE ADMINISTRATIVE STAFF IN A SINGLE BUILDING FOR BOTH OPERATIONAL AND ECONOMIC REASONS.	26
3. A LARGE BUILDING TO ACCOMMODATE 1900 STAFF BY THE YEAR 2010 IS REQUIRED.	27
4. THERE IS A NEED TO CONSTRUCT A NEW BUILDING IN THE CITY OF ADELAIDE TO FULFIL TELECOM'S ACCOMMODATION NEEDS.	28
5. THE LOCATION OF THE PROPOSED BUILDING IN PIRIE STREET, ADELAIDE, IS APPROPRIATE FOR A MULTI-STOREY OFFICE DEVELOPMENT.	32
6. THE SITE SELECTED IS SUITABLE.	39
7. THE DESIGN OF THE PROPOSED BUILDING IS SATISFACTORY.	64
8. THE ESTIMATED COST OF THE PROJECT WHEN REFERRED TO THE COMMITTEE WAS \$28.5 MILLION AT MAY 1983 PRICES.	65
9. THE COMMITTEE RECOMMENDS CONSTRUCTION OF THE WORK IN THIS REFERENCE.	73


(D.J. FOREMAN)
Chairman

Parliamentary Standing Committee
on Public Works,
Parliament House,
CANBERRA
2 November 1983

APPENDIX A

CONSTRUCTION

- Structure and Foundations The building will be reinforced concrete frame structure with a column spacing of 7.2m in both directions designed to support normal commercial standard office floor loadings. The floor system throughout is concrete slab.
- The main innovative aspects of the design are the response to combined structural considerations in terms of seismic design, construction simplicity and speed, and the rational use of materials. The four "L" shaped columns founded on the raft foundation will provide simple repetitive construction and fast erection. Other vertical elements in the form of internal core walls and external windows/sunhoods/cladding will be of lightweight construction erected off the critical path of the main structure, thus reducing the overall construction time.
- The building has a two core system, one housing the lifts and lift lobbies, the other being a service core containing toilets, air conditioning plant rooms and service risers. The dual core system has significant economies in designing for seismic loads on the building.
- The foundation of the building will be a raft slab approximately four metres below ground level. The depth of the raft slab also allows for the economic provision of a basement.
- External Finishes The finish of the exterior of the building, including the sun hoods, will be light bronze anodised ribbed aluminium cladding.

6. Windows will be clear double glazed fixed sashes except for a small number which open for use in the event of air conditioning failure. Venetian blinds will be contained within the double glazing.

7. Internal Layout Accommodation to be provided and facilities to be accommodated will be as follows:

- . Basement: Air conditioning plant room, main switchboard, fire booster pumps, building stores, building superintendent's office/workshop, loading ramp and waste handling facility.
- . Ground Floor: Entrance Foyer, Security desk, Telecom Business Office and Lecture Theatre. A work of art designed by a prominent local sculptor (deceased) will be located in the Entrance Foyer.
- . Mezzanine: Cafeteria, kitchen and functions area.
- . Floors 1-23: General Office areas.
- . Roof Area: Air conditioning plant and facilities for facade cleaning.

8. Internal Finishes In the general office area internal columns and walls will be rendered and painted. Floors will be carpeted and the ceilings finished with suspended acoustic tiles.

9. Ceramic tiles will be applied to the walls and floors in toilet areas.

10. Finishes in the entry foyer to the building will be of a quality appropriate to the image to be created by the building.

11. Materials to be incorporated in the amenities areas and the kitchen will be chosen for their serviceability and ease of cleaning and maintenance.

12. Mechanical Services Air conditioning will be provided to all office areas throughout the building.

13. Air handling plants will be located on each floor. Chilled water will be provided from centralised refrigeration plants located in the basement and hot water from gas fired boilers located at roof level.

14. The amenities areas and theatrette will also be air conditioned by local air handling plants to enable economic use of these areas outside normal business hours.

15. Electrical Services Mains power will be reticulated from a substation in the basement. The building's main switchboard and distribution facility will also be located at this level.

16. A standby emergency diesel generator, located on the roof, will provide essential services such as emergency lighting, limited lift operation, and mechanical ventilation for each floor in the event of mains power failure.

17. Lighting throughout will be in accordance with the general requirements of Australian Standard 1680.

18. Lifts The lift installation will comprise nine passenger lifts, five for high rise operation and four for low rise. One lift in each group will be suitable for goods service and will provide access to the basement. All lifts will service the Ground Floor, Mezzanine, and floor 12 which will be the common floor for the high/low rise operation.

19. Fire Protection The building structure and functional sub-division will be fire rated in accordance with local building regulations, and all materials will be selected to ensure full compliance. Two fire isolated stairways will serve each floor level, one stairway in each of the two cores. An additional stairway will be provided between the cafeteria at mezzanine level and the ground floor foyer.

20. Manual break glass alarms, small bore hose reels, fire hydrants, smoke exhaust, and stairwell pressurisation will be provided.

21. A battery powered central emergency lighting system will be provided to facilitate evacuation of the building should general lighting fail during an emergency.

22. Civil Works and Hydraulic Services The site will be landscaped to provide efficient pedestrian traffic flows and to create a pleasant and visually pleasing environment.

23. Pedestrian areas will generally be exposed aggregate panels and Australian granite paving slabs.

24. Stormwater drainage from the building roof and the site will be discharged directly into existing stormwater street drainage.

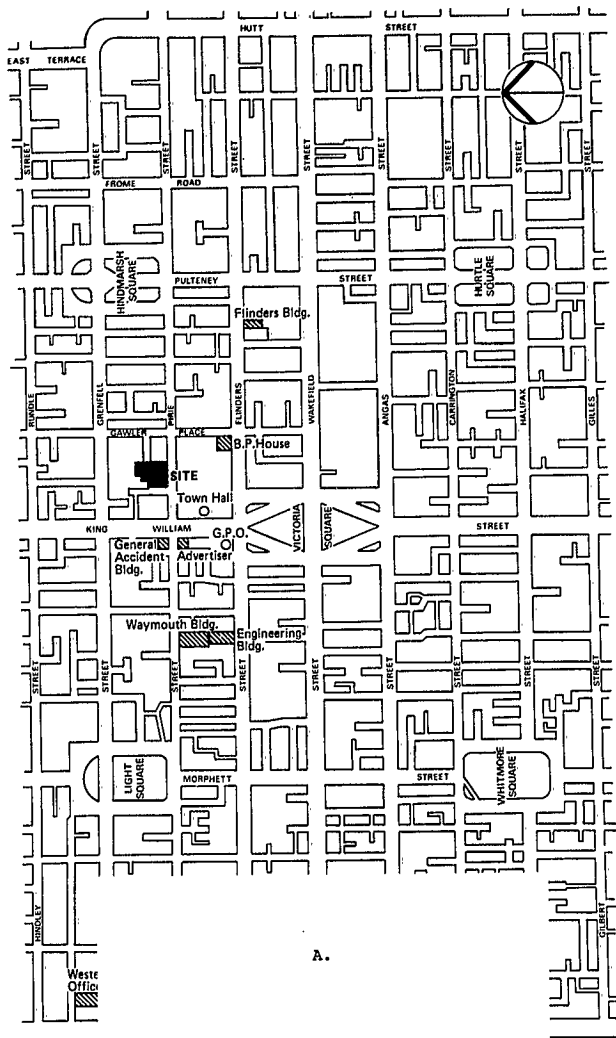
25. Hydraulic services will comprise water for domestic and fire fighting requirements and sanitary drainage. All plumbing and sanitary drainage will comply with the South Australian Building and Sanitary Drainage Regulations.

26. Environmental Considerations The former Department of Science and the Environment has advised Telecom that there is no requirement for an Environmental Impact Statement.

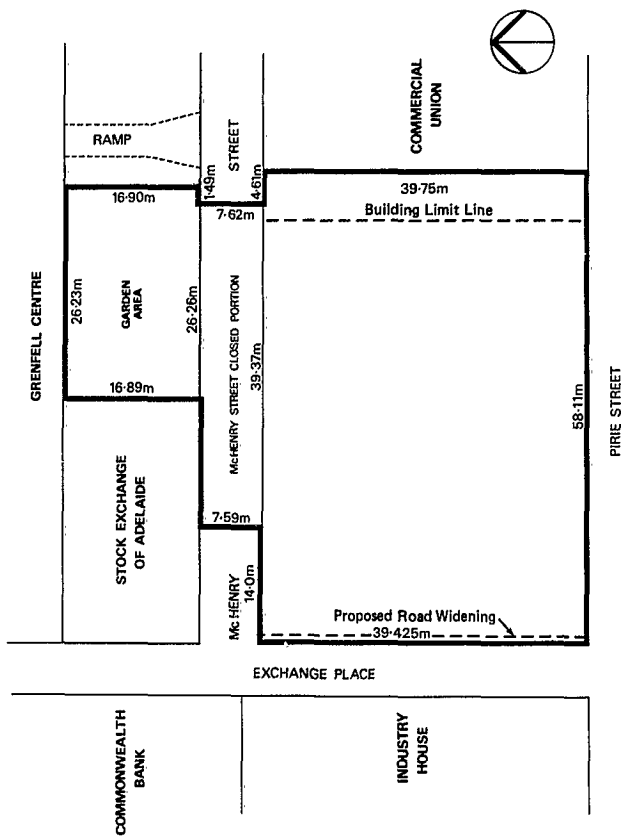
27. Consultation and Liaison The proposal has been discussed with staff associations and unions regarding the provision of office space and amenities, in accordance with Telecom Consultative Council agreements.

28. Authorities consulted during the development of the design included the following:

- . Department of Administrative Services
- . South Australian Department of Environment and Planning
- . former State Planning Authority
- . South Australian Engineering and Water Supply Department
- . Electricity Trust of South Australia
- . South Australian Metropolitan Fire Service
- . Adelaide City Council



LOCALITY PLAN

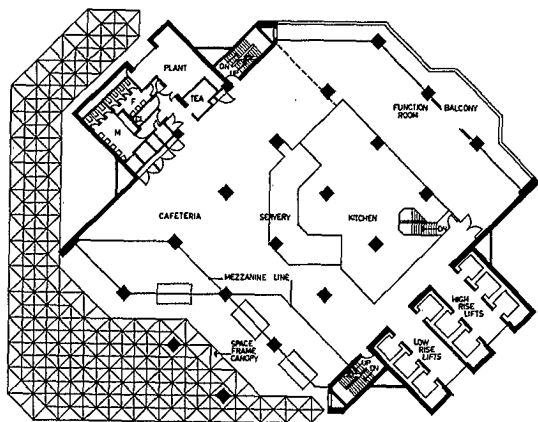


SITE PLAN

B.



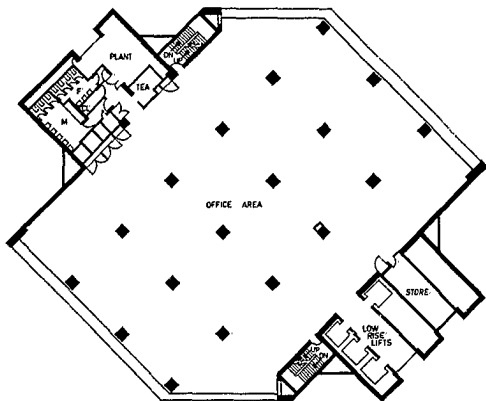
C.



E.

MEZZANINE PLAN





F.

TYPICAL FLOOR PLAN

