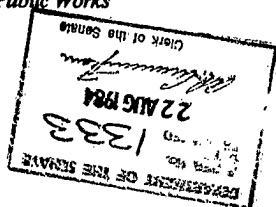


Parliamentary Standing Committee on Public Works

REPORT

relating to the



CONSTRUCTION OF COMMONWEALTH GOVERNMENT CENTRE CURRIE STREET, ADELAIDE

South Australia

(Fifteenth Report of 1984)

DEPARTMENT OF THE SENATE

PAPER No

DATE

PRESENTED

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22 AUG 1984

1984

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

R E P O R T

relating to the

CONSTRUCTION OF COMMONWEALTH GOVERNMENT CENTRE

CURRIE STREET, ADELAIDE, S.A.

(Fifteenth Report of 1984)

Australian Government Publishing Service
Canberra 1984

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

Senator Dominic John Foreman (Chairman)
The Honourable Wallace Clyde Fife, M.P. (Vice-Chairman)

Senate

House of Representatives

Senator Gerry Norman Jones	David Bruce Cowan, Esq., M.P.
Senator Bernard Francis	Peter Hertford Drummond, Esq., M.P.
Kilgariff	Leonard Joseph Keogh, Esq., M.P.
	Eamon John Lindsay, Esq.,
	R.F.D., M.P.
	John Saunderson, Esq., M.P.

EXTRACT FROM THE
VOTES AND PROCEEDINGS OF THE HOUSE OF REPRESENTATIVES
NO. 81 DATED 7 JUNE 1984

- 28 PUBLIC WORKS COMMITTEE - REFERENCE OF WORK -
COMMONWEALTH GOVERNMENT CENTRE, ADELAIDE: Mr Hurford
(Minister for Housing and Construction), pursuant to
notice, moved - That, in accordance with the provisions
of the Public Works Committee Act 1962, the following
proposed work be referred to the Parliamentary Standing
Committee on Public Works for consideration and report:
Construction of Commonwealth Government Centre, Currie
Street, Adelaide, S.A. Mr Hurford presented plans in
connection with the proposed work.

Debate ensued.

Question - put and passed.

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PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

CONSTRUCTION OF COMMONWEALTH GOVERNMENT CENTRE.
CURRIE STREET, ADELAIDE, S.A.

R E P O R T

By resolution on 7 June 1984 the House of Representatives referred to the Parliamentary Standing Committee on Public Works for consideration and report the proposal for the construction of a Commonwealth Government Centre, Currie Street, Adelaide, S.A.

The Committee has the honour to report as follows:

THE REFERENCE

1. The proposal referred to the Committee is for the construction of a major office building in the City of Adelaide, to be known as the Commonwealth Government Centre, which will provide a single, readily identifiable point of contact for the public for Parliamentary offices and for a range of Commonwealth services. The proposed building will provide some 26,000 square metres nett of office space.
2. The estimated cost of the proposed work is \$38 million at April 1984 prices.

THE COMMITTEE'S INVESTIGATION

3. The Committee received written submissions from the Department of Administrative Services (DAS) and the Department of Housing and Construction (DHC) and took evidence from their representatives at a public hearing in Adelaide on 4 July 1984. Written submissions were received from the Corporation of the City of Adelaide and Disabled People's International (Australia) and evidence was taken from a representative of the latter organisation.

4. A list of witnesses who appeared before the Committee is at Appendix A.

5. Prior to the public hearing the Committee inspected the site for the proposed building and two examples of existing office accommodation. The Committee was also given a briefing on the development of the project by DHC officers.

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

BACKGROUND

7. DAS is responsible for the lease and acquisition of office premises for all Commonwealth departments and statutory authorities funded from the Budget.

8. Adelaide is the only State capital which does not have a recognised Commonwealth Government Centre and has lacked the administrative and operating advantages of such a Centre, namely, purpose designed facilities, total management and security control and quality control of maintenance.

9. The Commonwealth currently leases approximately 65,000 square metres of office accommodation in the City of Adelaide and occupies approximately 12,600 square metres of owned accommodation. Therefore about 84 per cent of the total accommodation needs of the Commonwealth in the Adelaide Central Business District are leased. This is the highest proportion of leased space in any capital city and is well in excess of the national average of 64 per cent.

THE NEED

10. Existing Accommodation Existing accommodation is widely scattered throughout the city with 23 departments being located in 43 different locations. It is of variable standard and accommodation arrangements for Senators and Members in leased space creates security problems.

11. Leasing Costs Current annual leasing costs to the Commonwealth in Adelaide are approximately \$6.54 million. Rental levels have been rapidly escalating in recent years owing to an under-supply of office accommodation and are expected to rise to at least \$11.57 million by 1987.

12. A detailed study of current and projected rent levels in Adelaide indicates that an annual saving of \$2.67 million per annum (at 1984 levels) will result from provision of the Centre. At 1987 levels, when it is proposed that the building be completed, the saving increases to at least \$4.52 million per annum.

13. Investigations have been undertaken into alternative methods of satisfying the need. The economics of ownership as against leasing, pre-commitment leasing or instalment-purchase favour ownership. The Committee was advised that the cost of constructing the new building will be recovered in about 9 years.

14. Savings of the order of some \$0.280 million per annum can be expected to flow from the administrative efficiencies resulting from the consolidation and collocation of departments into one building and a reduction in the rates and taxes which form part of lease outgoings.

15. Summary The existing Commonwealth office accommodation in Adelaide is widely dispersed in expensive, leased accommodation. Collocation of Commonwealth departments in one building will achieve significant savings on leased accommodation, assist the public in its dealings with the Commonwealth and improve the operating efficiency of those dispersed elements of departments.

16. Committee's Conclusion The existing Commonwealth office accommodation in Adelaide is widely dispersed and unsatisfactory. The Committee agrees that maximising collocation of government activities in a Commonwealth Centre will result in savings and efficiencies and be more convenient for the public.

THE PROPOSED WORK

17. It is proposed to construct a 12 storey building containing about 26,800 square metres of usable floor area. The provision of the Centre is aimed at reducing the dependence on leased accommodation and providing the benefits of consolidation of Commonwealth departments. Members of the public will be assisted by the provision of a single, readily identifiable point of contact for a wide range of Commonwealth services including the offices of Adelaide-based Commonwealth Parliamentarians.

18. Location The site, on the south-western corner of the intersection of Currie and Topham Streets, is approximately 5,577 square metres in area. It was acquired by the Commonwealth from the Corporation of the City of Adelaide on 27 March 1984 at a cost of \$2.43 million. It is well located in relation to the business, administrative and retail areas of the city and to

public transport and carparking facilities. A locality plan is at Appendix B-1. Its area is sufficiently large to provide 102 undercover carparks for official vehicles and to permit the required floor area to be provided in a relatively low-rise building the height of which is restricted by local building regulations.

19. The Commonwealth previously owned land in Pirie Street, Adelaide, for the purpose of constructing a Commonwealth Centre. The Currie Street site became available and was strongly preferred for its regular shape, proximity to public transport and design and building advantages including there being no requirement for significant underpinning, improved natural lighting and better street frontage. The size permits superior functional planning. Furthermore, the site is cleared, whereas development of the Pirie Street site would have involved substantial demolition. The land in Pirie Street was sold for \$4.665 million.

20. Planning and Design The proposal is for the construction of a 12 storey building plus a basement and rooftop plant area. There will be parking for 102 cars, bicycle racks, and bulk stationery and office equipment stores in the basement.

21. The ground floor will contain shopfront accommodation for departments requiring a high level of public access, a theatre and public toilets. A glazed and enclosed internal courtyard will provide a public space and focus for the complex. (See Appendix B-2 for the ground floor plan.)

22. The first floor will contain the cafeteria and kitchen, office space for departments that do not have such a high level of contact with the public, staff recreation areas with appropriate amenities and an exercise room.

23. The second floor is planned to include 1,050 square metres of false flooring as a provision for computer facilities for the complex.

24. Floors three to eleven will be general office areas and the roof area will house the air conditioning plant, lift motor rooms and facilities for facade cleaning. A typical floor plan of a general office area is at Appendix B-3.

25. The southern, eastern and western sides of a hollow rectangle will rise to twelve storeys and the northern side to nine storeys. The void will be enclosed with a sloping glazed roof. The glazed, internal courtyard will provide a public area to the shopfront accommodation on the ground floor. The space can also be used for exhibitions, displays and similar activities.

26. This form of construction, the Committee was advised, will produce savings in cleaning and construction costs because the atrium cover over the hollow rectangle will reduce the need for window cleaning and the waterproofing of walls which face onto the atrium. The Committee was advised that the additional cost of the atrium cover will be recovered by these savings and the savings on circulation space.

27. During its inspection the Committee was briefed on how the project design was developed. The single most important factor was that the depth of the building should not exceed 18 metres. This provided maximum practical use of natural light and allowed reasonable proximity of all staff to windows.

28. The entrance to the building from Currie Street and the facade are designed to reduce the visual impact of the building while creating an attractive and interesting element in the streetscape. Perspectives of the building are at Appendices B-4 and B-5.

29. At the Committee's suggestion DHC, in consultation with DAS, has agreed to extend the balcony adjacent to the cafeteria by one bay to provide added amenity and also to increase the floor area of Level 4 so that it equates with Levels 5 to 8.

30. Construction details are at Appendix C to this report.

31. Access and Parking Vehicles parked in the basement of the building will enter and leave the site via Currie Street at the western end of the site. In view of the small number of vehicles involved (see paragraph 20 above) and the closure of Topham Street as proposed by the Corporation of the City of Adelaide, the impact of traffic flows in Currie Street will be significantly reduced from the present level. The Corporation plans to construct a multi-storey carpark directly adjacent to the southern boundary of the site within the next twelve months.

32. Provision for the Disabled Access and facilities will be provided for the disabled. As a result of the Committee's investigation and a submission made to the Committee during the public hearing by Mr J.S. Heath representing Disabled People's International (Australia) the following design changes will be made to the plans for the building:

- an additional toilet facility for the disabled will be provided on each floor of the building (except the basement);
- access to the stage will be provided and removable seating installed in the first three rows to permit access by wheelchair.

33. The Committee was advised that DHC will consult Disabled People's International on the question of providing combined shower/toilets for the disabled and indeed on all design matters

affecting the disabled. The Committee noted that sliding doors will be provided in the disabled persons' toilets rather than the outward-opening doors shown in the drawings.

34. Energy Conservation The Committee was informed that significant energy savings will be achieved by the enclosed, hollow core construction compared with conventional buildings of similar size.

35. The Committee's briefing on its inspection tour also included details of how energy conservation was expected to be achieved; namely, through the North/South orientation of the building to reduce heat loads, double glazing of windows, sun hoods on the north face of the building and reduced heat and cold weather loadings on the external walling contained within the atrium.

36. It was also expected that the design will have the ability to:

- (i) achieve 100 per cent fresh air cycle when ambient conditions allow. In Adelaide, this could be as much as 50 per cent of the time.
- (ii) minimise use of artificial light because of the depth of the building which allows maximum use of natural lighting.

37. Committee's Conclusions The site selected is suitable. The design of the proposed building, which should provide energy savings, is commendable.

ENVIRONMENTAL ASPECTS

38. The provisions of the Environment Protection (Impact of Proposals) Act 1974 have been complied with. Both site acquisition and office construction proposals have been considered by the Department of Home Affairs and Environment. The preparation of an Environmental Impact Statement has been deemed unnecessary.

39. The building will accord with the height restriction of 42 metres imposed by the City of Adelaide development controls. The building envelope envisaged will be developed so that any undesirable effects of shadow, wind and reflected light will be minimised.

40. During construction, traffic and noise will be controlled within acceptable levels. Excavated materials and construction wastes will be disposed of in accordance with the requirements of local authorities. There will be no waste materials which will be environmentally hazardous.

CONSULTATION

41. The following authorities have been consulted during the development of the project:

- Commonwealth Department of Home Affairs and Environment;
- Commonwealth Attorney-General's Department;
- South Australian Department of Environmental Planning;
- Telecom Australia;
- South Australian Engineering and Water Supply Department;
- South Australian Gas Company;

- Electricity Trust of South Australia;
- South Australian Metropolitan Fire Service;
- Corporation of the City of Adelaide;
- Commonwealth Fire Board;
- Building Advisory Committee (S.A.)
- ACCESS - The South Australian Committee on access for the Disabled (ACROD).

The relatively newly-created organisation, Disabled People's International (Australia), will be consulted in the future as the design of amenities for the disabled is refined.

PROJECT COST ESTIMATE

42. Limit of Cost Estimate for Building Works The limit of cost of the work when referred to the Committee was \$34 million at April 1984 prices made up as follows:

	\$m
Building Works (including hydraulics, site works and site services)	23.4
Engineering Services (including air conditioning, light, power, lifts, fire protection and security services)	10.6
<u>Limit of Cost Estimate</u>	<u>34.0</u>

43. Fit-out Works The Committee was advised that the indicative cost of fit-out works, consisting mainly of internal partitioning, would be an additional \$4 million.

44. The total cost of the project is therefore estimated to be \$38 million.

PROGRAM

45. The Department of Housing and Construction proposes to call tenders for the project early in 1985. The estimated time for construction is 130 weeks. It is proposed that fit-out works will commence approximately 20 weeks prior to the completion of the building so as to minimise the time before the building can be occupied.

46. Committee's Recommendation The Committee recommends the construction of the work in this reference.

RECOMMENDATIONS AND CONCLUSIONS

47. A summary of the Committee's recommendations and conclusions and the paragraph in this report to which each refers is set out below:

	<u>Paragraph</u>
1. THE EXISTING COMMONWEALTH OFFICE ACCOMMODATION IN ADELAIDE IS WIDELY DISPERSED AND UNSATISFACTORY.	16
2. THE COMMITTEE AGREES THAT MAXIMISING COLLOCATION OF GOVERNMENT ACTIVITIES IN A COMMONWEALTH CENTRE WILL RESULT IN SAVINGS AND EFFICIENCIES AND BE MORE CONVENIENT FOR THE PUBLIC.	16
3. THE SITE SELECTED IS SUITABLE. THE DESIGN OF THE PROPOSED BUILDING, WHICH SHOULD PROVIDE ENERGY SAVINGS, IS COMMENDABLE.	37

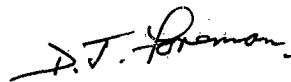
Paragraph

4. THE LIMIT OF COST OF THE WORK WHEN REFERRED TO THE COMMITTEE WAS \$34 MILLION PLUS AN INDICATIVE COST OF \$4 MILLION FOR FIT-OUT WORKS.

42 & 43

5. THE COMMITTEE RECOMMENDS THE CONSTRUCTION OF THE WORK IN THIS REFERENCE.

46



(D.J. FOREMAN)
Chairman

Parliamentary Standing Committee
on Public Works
Parliament House
CANBERRA

1 August 1984

APPENDIX A

WITNESSES

Andrews, J.S., Esq., Project Manager, Class 3, Department of Housing and Construction, S.A./N.T. Region, City Mutual Centre, 10-20 Pulteney Street, Adelaide, South Australia

Harvey, B.E., Esq., Principal Architect (Accommodation), Department of Housing and Construction, 470 Northbourne Avenue, Dickson, A.C.T.

Heath, J.S., Esq., Executive Member, National Council, Disabled People's International (Australia), G.P.O. Box 909, Adelaide, South Australia

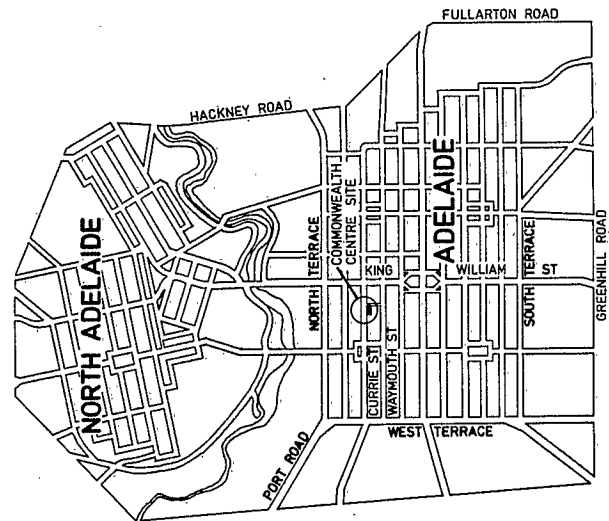
Hewitt, T.A., Esq., Executive Officer, Planning and Review, Department of Administrative Services, G.P.O. Box 1263, Adelaide, South Australia

Hignett, R.J., Esq., Chief Property Officer, South Australia, Department of Administrative Services, G.P.O. Box 1263, Adelaide, South Australia

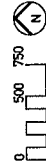
Kershaw, A.J., Esq., Associate Director of Projects, Department of Housing and Construction, S.A./N.T. Region, City Mutual Centre, 10-20 Pulteney Street, Adelaide, South Australia

Morris, Mrs P., First Assistant Secretary, Property Operations, Department of Administrative Services, Administrative Building, Parkes, Canberra, A.C.T.

(A-1)

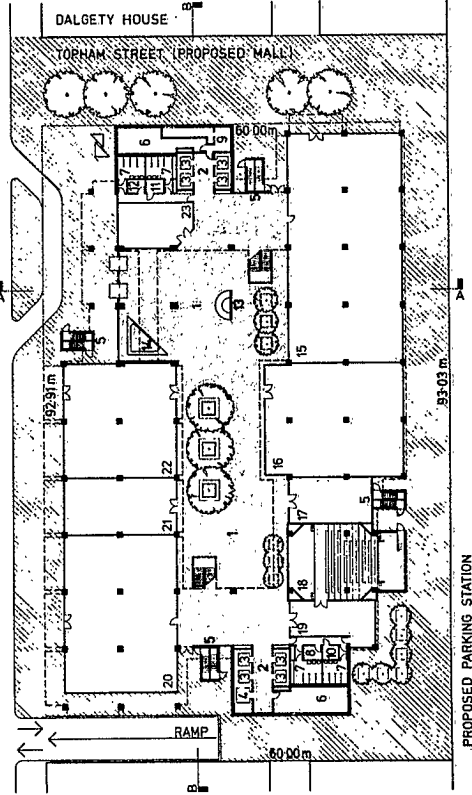


APPENDIX B

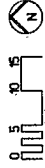


LOCALITY PLAN

CURRIE STREET



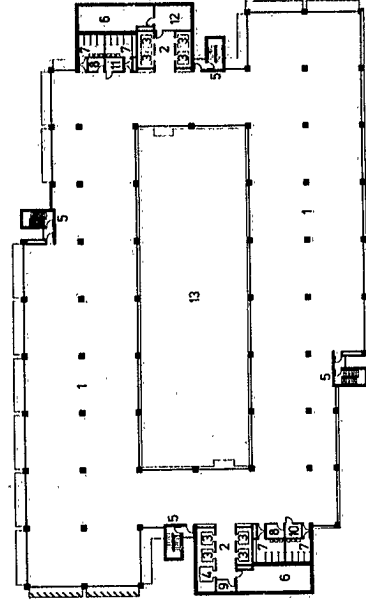
- 1 PUBLIC SPACE
- 2 LIFT LOBBY
- 3 PASSENGER LIFT
- 4 GOODS LIFT
- 5 FIRE STAIR
- 6 PLANT ROOM
- 7 TOILETS
- 8 TEA ROOM
- 9 FIRE CONTROL
- 10 CLEANER
- 11 DISABLED TOILET
- 12 STORE
- 13 CONTROL DESK
- 14 POOL
- 15 JOB CENTRE
- 16 STATISTICS
- 17 H.A.E. ARCHIVES
- 18 THEATRETTE 105P
- 19 Foyer
- 20 SOCIAL SECURITY
- 21 DEFENCE
- 22 ALG.P.S. BOOKSHOP
- 23 BLDG. SERV. MGMT.



PROPOSED PARKING STATION

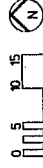
SITE AND GROUND FLOOR PLAN

(B-2)



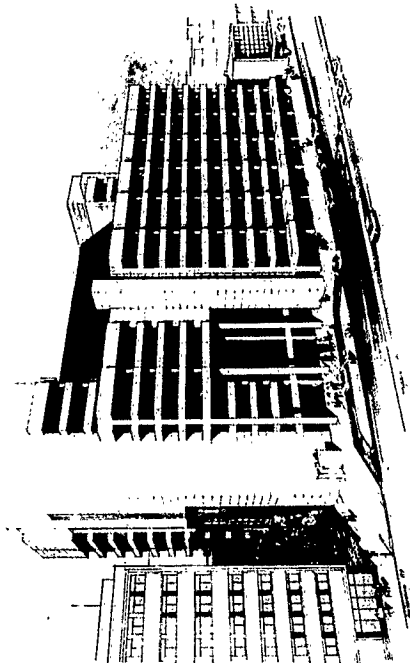
TYPICAL GENERAL OFFICE AREA

- 1 OFFICE SPACE
- 2 LIFT LOBBY
- 3 PASSENGER LIFT
- 4 GOODS LIFT
- 5 FIRE STAIR
- 6 PLANT ROOM
- 7 TOILETS
- 8 TEA ROOM
- 9 REST ROOM
- 10 CLEANER
- 11 DISABLED TOILET
- 12 STORE
- 13 VOID



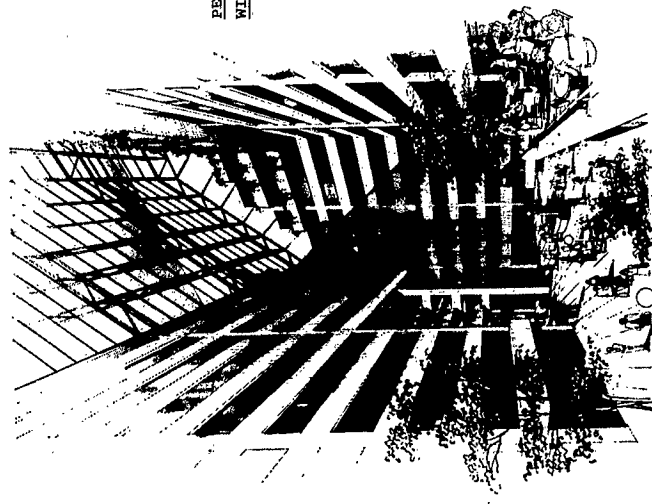
FLOOR PLAN LEVELS 5 6 7 8

(B-3)



PERSPECTIVE FROM CURRIE STREET

(B-4)



PERSPECTIVE
WITHIN ATRIUM

(B-5)

CONSTRUCTION DETAILS

1. Foundation and Structure Foundations will be of concrete 'bored' piers founded on the Hallett Cove sandstone layer underlying the reactive site clays. Due consideration has been given to the expansive nature of these clays. Tie beams will laterally stabilize pier positions.
2. The structure will be of reinforced concrete having columns spaced at 8.4 metres in both directions. The floors will be of flat slab construction, with drop panels at columns. The structure will carry normal office loads. Storage and computer areas will be designed for appropriately heavier loads.
3. Precast concrete elements will be used as structural formwork for cores and all externally exposed columns will be precast.
4. Service cores at each end of the building will contain all major service, cleaning and toilet facilities and are designed to carry all major lateral forces applied to the building including wind and earthquake loading.
5. External Finishes External walls, including service cores and stair shafts, sunhoods and columns, will be precast concrete with a fine exposed aggregate finish. Windows to the north, east and west will be double glazed with tinted glass, windows to the south will be single glazed. Window frames and infills will be a dark bronze anodised aluminium. 20 per cent of windows will have opening sashes.

6. The glazed roof over the hollow core will consist of sandwich panels, fully supported and sealed on all sides. The top skin, which is exposed to the weather, will be of toughened and tinted glass and the bottom skin (with a 12 mm air gap) will be of laminated, clear safety glass. This composite glazing system is designed to give maximum daylight penetration while achieving the required insulation coefficient. This construction is subject to confirmation from the Experimental Building Station that it is acceptable under fire conditions.

7. Internal Finishes In the general office areas the walls and internal columns will be rendered and painted. Floors will be carpeted and the ceilings will be suspended acoustic tiles.

8. Services and amenity areas will incorporate materials and finishes chosen for serviceability, ease of cleaning and the maintenance of a high standard of hygiene.

9. Internal facades to the internal courtyard will have single glazed windows in anodized aluminium frames and spandrels and columns will have an applied texture finish.

10. Landscaping The environment within the internal courtyard will be enhanced by landscaping. External to the building plaza, areas to the south, west and the Currie Street frontage will be landscaped to provide efficient pedestrian traffic flows including ease of access for the disabled.

11. Electrical Services Mains power will be taken from the Electricity Trust of South Australia at high voltage and reticulated from an on-site transformer station. The building's main switchboard and distribution facility will be located at roof level. Distribution switchboards are to be located on each floor. A standby emergency diesel generator, to be located on the roof, will provide standby electricity for fire systems, security, lighting, limited lift operation and mechanical ventilation for each floor in the event of mains power failure.

12. Lighting throughout will be in accordance with the general requirements of Australian Standard 1680 "Interior Lighting and Visual Environment". Where reduction of glare is important light fittings will have low brightness diffusers.

13. Automatic dimming of lighting will be included to ensure optimisation of the very good natural daylight available in the building.

14. Hydraulic Services Stormwater drainage from the building roof and the plaza areas is to be discharged directly into the existing stormwater street drainage system. 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.

15. Mechanical Services Air conditioning is to be provided to all office areas throughout the building. Each floor will be air conditioned using two air handling plants per floor. Chilled water will be provided from centralised refrigeration plants and hot water from gas fired boilers. All thermal plant will be located at roof level. Each floor will be independently air conditioned for after hours use if required.

16. The amenities and theatre will also be air conditioned by local air handling plants which will enable economic use of these areas outside normal working hours.

17. Other mechanical services will include ventilation to toilets, kitchen and carpark exhaust systems, domestic hot water systems and chilled drinking water units. Basement seepage and sewage pumping systems are to be provided.

18. Fire Protection The building will be fully protected by a sprinkler system in accordance with Australian Standard AS 2118, SAA code for Automatic Fire Sprinkler Systems and current codes of practice. A fire control room will be provided at the ground floor. In the event of fire an automatic smoke spill system venting smoke through the central hollow core will be activated. The building structure and functional sub-division are to be fire rated in accordance with local building regulations and all materials selected to ensure full compliance. Four fire-isolated stairways will serve each floor level. Stairwells will have landings open to outside to prevent smoke logging.

19. Manual break glass alarms, small bore hose reels and fire hydrants will be provided.

20. An emergency warning and intercommunication system is to be provided.

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

22. Hand held fire extinguishers are to be provided throughout the building.