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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

REPORT

relating to the

CONSTRUCTION OF NEW COMMONWEALTH OFFICES AT OAKLEIGH, VIC

(Twelfth Report of 1988)



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MEMBERS OF THE PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

(Twenty-Ninth Committee)

Mr Colin Hollis MP (Chairman) Mr Percival Clarence Millar MP (Vice-Chairman)

Senate

House of Representatives

Senator Bryant Robert Burns Mr George Gear MP Senator Dr Glenister Sheil

Senator John Robert Devereux Mr Robert George Halverson OBE MP Mr John Graham Mountford MP Mr William Leonard Taylor MP

PUBLIC WORKS COMMITTEE ACT 1969

ORDER UNDER SUBSECTION 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 subsection 18(4) of the <u>Public Works Committee Act 1969</u> 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

Construction of New Commonwealth Offices at Oakleigh, Vic

Given under my Hand and the Great Seal of Australia on 30 June 1988

Governor-General

By His Excellency's Command

(Signed) Stewart West

Minister of State for Administrative Services

PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS

CONSTRUCTION OF COMMONWEALTH OFFICES AT OAKLEIGH, VICTORIA

REPORT

On 30 June, 1988, 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 the construction of Commonwealth Offices at Oakleigh, Victoria.

THE REFERENCE

- 1 The work proposed is to erect an office building of 4954 $\rm m^2$ gross floor area (2866 $\rm m^2$ net) at Oakleigh to accommodate Commonwealth regional office requirements in the area.
- 2 This reference, as well as the construction of Commonwealth Offices at Frankston is an instalment purchase project. This is the first time that these types of projects have been referred to the Committee and further information on instalment purchase and costing is provided at paragraphs 48-51.
- 3 The estimated instalment purchase completed cost of the proposed work is \$11.9m on an anticipated construction period of fifteen months with a completion date in late 1990.

THE COMMITTEE'S INVESTIGATION

4 The Committee received written submissions and plans from the Department of Administrative Services (DAS) (Australian Construction Services (ACS) and Property Group) and the Administrative and Clerical Officers Association (ACOA) and the Council of the City of Oakleigh and took evidence from their representatives at a public hearing held in Melbourne on 7 September 1988.

- 5 On 6 September 1988 the Committee inspected existing accommodation at Oakleigh, as well as the proposed site.
- 6 A list of witnesses who appeared at the public hearing is at Appendix A.
- 7 The Committee's proceedings will be printed as Minutes of Evidence.

BACKGROUND

- 8 DAS is responsible for providing accommodation for Commonwealth departments and statutory authorities funded from the Budget.
- 9 The Government's policy is to increase the proportion of owned office accommodation, reduce overall rental costs, provide suitable accommodation for departments to enhance their efficiency of operations and delivery of services to the public, and to plan and design office buildings which allow for ready and economic adaptation to inevitable changes in user requirements.

THE NEED

10 A number of Commonwealth departments already have regional offices in the Oakleigh District Centre, occupying approximately 2230 m² of office space. The majority of the office space is in leased premises, with only a small proportion, occupied by the Australian Electoral Commission, in a Commonwealth-owned building at 68 Portman Street. Current accommodation does not fully satisfy the space requirements for these offices. In addition, the Department of Community Services and Health requires a hearing centre and medical suite in the Oakleigh District Centre.

Leasing Costs

11 The Commonwealth's annual leasing bill for office space in Oakleigh is currently \$320 660. There is a dearth of office space in the Oakleigh District Centre and rental rates are expected to rise. With all current office space requirements satisfied in leased premises, the Commonwealth would be expected to face an annual rental bill of some \$560 000 by the end of 1990.

Rental Savings

12 A study of current and projected suburban rental levels indicates that an annual saving of \$496 000 at 1988 levels should result from the construction of 2866 m² of owned office space in Oakleigh. Projected to the end of 1990 this saving would be expected to increase to \$560 000 per annum.

Advantages of Collocation

- 13 . The proposed tenants are all Commonwealth service agencies and collocation in the main activity centre will provide ready access for users of the services to a centre easily identified as the focus activity in Oakleigh.
 - Economies of scale will be produced in the provision of services to those departments.
 - Opportunities will be provided for rationalisation of space utilisation with future tenancy changes.

Suitability of Accommodation

- 14 Leased accommodation often requires modifications, for example, to air-conditioning systems, lighting and electrical capacity, in order to meet modern office needs. This is particularly so for the Commonwealth with the trend toward increased use of screen-based equipment in Commonwealth offices. A Commonwealth-owned and designed building will have the capacity and flexibility to adapt to these changing needs.
- 15 The proposal presents an opportunity to curb the Commonwealth's commitment to rental outlays. In addition, the administrative and technical needs of potential Commonwealth users can be better met through well planned and appropriately designed office accommodation. Benefits to the public include ready accessibility to a range of Commonwealth services in one convenient location.

Committee's Conclusion

16 A need exists in the Oakleigh area to provide 2866 m^2 net of owned office space to replace existing leased accommodation. This is consistent with the Government's policy of increasing its ownership of office accommodation and reducing overall rental costs.

THE PROPOSAL

17 It is proposed to construct an office building of 4954 m^2 gross floor area (2866 m^2 net) on a Commonwealth-owned site at 20-22 Atherton Road, Oakleigh.

The Site

18 The site is irregular and comprises an area of approximately 1500 m^2 with a frontage to Atherton Road of 29.9 m and to Chester Street of 14.9 m. The property is ideally

situated in the Oakleigh District Centre in close proximity to the municipal offices and to amenities such as retail and banking facilities and parkland. The site is readily accessible with both rail and bus routes servicing the centre. The land was acquired by the Commonwealth on 1 April 1970.

Committee's Conclusion

19 The site satisfies the requirements identified by the Department of Administrative Services for Commonwealth-owned office accommodation in Oakleigh. The Committee considers the site suitable for the proposed building.

IMPACT OF THE PROPOSAL.

- 20 Oakleigh is a developing district centre. A principal objective of the State Government's planning strategy is "to encourage and facilitate the function of district centres as secondary administrative, commercial, cultural and entertainment centres within the metropolitan area to service the needs of the population of the surrounding districts".
- 21 In line with this strategy, both the Victorian Ministry for Planning and Environment and the City of Oakleigh actively are encouraging regional offices of Commonwealth and State agencies to locate within district centres. The Commonwealth development accords with this intent.
- As office space is at a premium in the Oakleigh District Centre, the Commonwealth development is not expected to adversely affect the market. On the contrary it may stimulate further office development in the area.

DEVELOPMENT OPTIONS

- 23 In order to provide the opportunity to maximise the development potential of the site, it is proposed to invite tenders on the basis of two design options, as follows:
- 24 Option 1 Construction of 2866 m² net office accommodation, in a four-storey building (with provision for construction of an additional two floors at a later time) with a single-storey extension at the rear, as per the proposal before the Committee.
- 25 Option 2 Construction of 4326 m² net office accommodation, in a six-storey building with a single-storey extension at the rear. This proposal would be based on the Commonwealth reserving the first four floors plus the ground floor extension exclusively for its own use, with the developer leasing out the upper two floors for an agreed term (for example, ten years).
- 26 The cost of Option 2 to the Commonwealth would be based on the cost of providing the lower four floors (2866 m² approximately) only (as for Option 1). The cost to the developer of providing an additional two floors would be recouped through the leasing revenue received over the agreed term. At the expiration of the term the accommodation would revert to full Commonwealth ownership and control at nil cost.
- 27 Option 1 is the proposal currently before the Committee.
- 28 DAS advised that the maximum development potential of the site would allow a six-storey building which would provide approximately 1500 m 2 of additional accommodation. The Commonwealth, however, does not require that additional accommodation at present nor is it anticipated that it would necessarily be needed in the future. DAS advised that they are proposing to realise the potential commercial opportunity in the development by testing the market to see whether the private

sector would be interested in constructing the additional floors at no cost to the Commonwealth and providing it with additional value to its asset at the end of the construction period.

29 Should a six-storey building be viable and acceptable, then DAS would submit that proposal to the Government for approval. The Public Works Committee would then be informed and given the opportunity to raise any relevant issues.

BUILDING DESIGN

- 30 The Victorian Ministry for Planning and Environment in a submission to the Committee indicated that the building design needs modification so that the form and appearance of the building would better fit into its context and to contribute to enhancement of the identity and character of Oakleigh. The Ministry believes that the proposed changes to the design of the four-storey proposal will not affect detrimentally the total floor space provided or add significantly, if at all, to the cost of the building. The proposed changes include a review of the design of the Atherton Street frontage and the treatment of all facades.
- 31 Should a six-storey building be decided upon, the Ministry believes that on complete redesign of the building will be required to determine whether the proposed bulk will be able to be accommodated successfully.
- 32 DAS informed the Committee that it had undertaken a number of discussions with the Victorian Ministry for Planning and Environment regarding the design of the Oakleigh project and will continue those discussions to resolve the design issues. The Committee wishes to be kept informed of the progress in this matter.

AMENITIES AND STAFFING

33 Shower facilities will be provided in the basement. Male and female toilet facilities will be provided at each level. A unisex disabled toilet is included on all tenanted floors. DAS and the ACOA have agreed that a cafeteria is not required as the building is well located in a shopping area.

Car-parking

- 34 The building design provides for twenty car-parking spaces in one basement level across portion of the site. This number satisfies the Commonwealth's requirement for official vehicle parking and includes one car-parking space for disabled persons.
- 35 In its submission the Council of the City of Oakleigh advised the Committee that under the Oakleigh Planning Scheme Ordinance and the Council's car-parking policy that 124 car-parking spaces are required for a building of the size of the proposed Commonwealth Offices. As the Commonwealth is proposing to provide twenty spaces there is a deficiency of 104 car-parking spaces. DAS advised the Committee that the cost of providing additional parking on-site either at sub-basement or above-ground levels would be prohibitive.
- 36 The Council informed the Committee that it accepts a payment in lieu for parking spaces not provided in a development. In this instance the Council would be seeking a payment of \$520 000 made up of 104 spaces at \$5000 per space.
- 37 Current Commonwealth guidelines for the provision of parking at Commonwealth offices provides for negotiation with State and local government authorities concerning the amount of parking to be provided and the method by which it is provided. DAS indicated to the Committee that it would negotiate with the Council to reach a satisfactory solution.

38 While the Committee appreciates the need for negotiations with the Oakleigh Council regarding the question of car-parking it does not necessarily accept that an additional 104 spaces should be provided for. The Committee wishes to be kept informed of the results of those negotiations.

Child-care Facilities

39 It is not proposed to provide work-related child-care facilities. DAS confirmed that it is not currently Commonwealth Government policy to provide child-care facilities in Government departments.

Energy Conservation

40 Solar glazing will be used in the north side of the building. Where possible fresh air will ventilate the building via an air economy cycle in the air-conditioning system.

Disabled Access

41 DAS advised that consultations have taken place with a number of organisations representing the disabled, all of whom were satisfied with access proposed.

Open-space Design

42 The Committee queried whether efficiency studies had been conducted into open-space layout as opposed to separate office development and whether this issue affected staff morale. DAS advised that the open-space design incorporates work stations rather than full-height partitioned offices. These work stations allow for more open layouts, more flexible design and more efficient utilisation of space.

Committee's Conclusion

43 The proposal to construct new Commonwealth Offices at Oakleigh will allow the Commonwealth economically and effectively to satisfy its office accommodation requirements in the area. Rental and administrative cost savings also will result from the proposal.

CONSULTATIONS

44 The following organisations were consulted in relation to the project:

Commonwealth Government

- . Australian Electoral Commission
- . Australian Government Solicitor
- . Australian Survey and Land Information Group
- . Commonwealth Fire Board
- . Department of the Arts, Sport, the Environment, Tourism and Territories
- . Department of Community Services and Health
- . Department of Employment, Education and Training
- . Department of Social Security

State Government

- . Victorian Ministry for Planning and Environment
- . Metropolitan Fire Brigade
- . Melbourne and Metropolitan Board of Works
- . State Electricity Commission of Victoria

Local Government

. City of Oakleigh

Staff Associations

- . Administrative and Clerical Officers Association
- Association of Drafting, Supervisory and Technical Employees
- . Australian Public Service Association
- . Commonwealth Medical Officers Association
- Professional Officers Association

Other Organisations

- . Disabled People's International
- . Disabled Resource Centre
- . Australian Council of Disability.

COST ESTIMATES

Civil Works Estimates

- 45 In the past civil works estimates have referred to the estimated cost of actual construction that could be expected in a competitive tender situation at current day prices. This base price for constructing and fitting out the building has not included the following provisions which may lead to a higher final cost for the works:
 - a "write up" provision commencing at 10% for works with program provision up to \$1.2m and decreasing rapidly with increased program provision in accordance with an approved scale to cover cost escalation over the period between the formal estimate being prepared for programming purposes and the receipts of tenders for the works concerned;

- . a "write up" provision commencing at 10% for projects with authorisation up to \$150 000 and decreasing rapidly with increased authorisation in accordance with an approved scale to cover approved variations to the work resulting from unforeseen requirements arising during the construction phase; and
- . a "write up" provision to cover actual increases sustained in the cost of labour and materials against contracts for project components where that particular contract has a construction time exceeding nine months.
- 46 Civil works estimates in the past also have not included design and supervisory costs carried out by ACS. ACS is now charging for these services and future civil works costing will include these costs.
- 47 The estimated civil works completion cost for Oakleigh taking into account "write up" provisions and design and supervision fees is \$9.8m.

Instalment Purchase

- 48 Under an instalment purchase arrangement, a developer signs a firm price contract with the Commonwealth to undertake design documentation, arrange finance and construct a building to Commonwealth standards. The Commonwealth contracts to purchase the building immediately it is completed and certified as satisfying all contractual requirements.
- 49 An instalment purchase out-turn cost (completed cost) is an estimated final all-inclusive capital cost for the project that will be payable at the date of completion, either by lump sum payment or by instalments. Where the Commonwealth chooses to pay by instalments an additional charge for interest is incurred.

- 50 The instalment purchase completed cost includes provision for:
 - escalation in tenderers' prices from the date of Government approval for the project through to the calling of tenders;
 - increased costs for labour and materials from the date of Government approval for the project through to completion of the works;
 - . design and supervision fees;
 - contingency funding for variations to the works resulting from unforeseen or changed requirements; and
 - the contractor's financing charges over the construction period.
- 51 The estimated instalment purchase completed cost for Oakleigh based on an anticipated 1990 completion date is \$11.9m comprising:

		~-
	Construction costs	7.3
	Contingency	0.48
	Development costs	2.92
•	Finance costs	_1.2
	Total	11.9

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Committee's Recommendation

52 The Committee recommends the construction of new Commonwealth Offices at Oakleigh at an estimated instalment purchase completed cost of \$11.9m.

COMMITTEE'S CONCLUSIONS AND RECOMMENDATION

53 The conclusions and recommendation of the Committee and the paragraph in the report to which each refers are set out below:

Paragraph

 A need exists in the Oakleigh area to provide 2866 m² net of owned office space to replace existing leased accommodation. This is consistent with the Government's policy of increasing its ownership of office accommodation and reducing overall rental costs.

16

 The site satisfies the requirements identified by the Department of Administrative Services for Commonwealth-owned office accommodation in Oakleigh. The Committee considers the site suitable for the proposed building.

19

3. The proposal to construct new Commonwealth Offices at Oakleigh will allow the Commonwealth economically and effectively to satisfy its office accommodation requirements in the area. Rental and administrative cost savings also will result from the proposal.

43

4. The Committee recommends the construction of new Commonwealth Offices at Oakleigh at an estimated instalment purchase completed cost of \$11.9m.

52

Colin Hollis Chairman

10 November 1988

LIST OF WITNESSES

- BAGULEY, Mr Denis, Acting State Manager, Australian Property Group, Victorian Region, Department of Administrative Services, Level 22 North Tower, Rialto Building, 525 Collins Street, Melbourne, Vic 3000
- CHEAH, Mrs Christina Lay-See, Associate Director, Australian Constructive Services, Department of Administrative Services, Tivoli Court, 239-241 Bourke Street, Melbourne, Vic 3000
- FRANKLYN, Mr Peter Anthony, Project Manager, Australian Construction Services, Department of Administrative Services, Tivoli Court, 239-241 Bourke Street, Melbourne, Vic 3000
- KEAN, Mr Rodney William, Senior Town Planning Officer, City of Oakleigh, PO Box 21, Oakleigh, Vic 3166
- LEONG, Mr Harry Chan-Hing, Principal Design Architect, Australian Construction Services, Department of Administrative Services, Tivoli Court, 239-241 Bourke Street, Melbourne, Vic 3000
- O'DONNELL, Mr Brian Anthony, Director of Technical Services and Environment, Town Planner and City Engineer, City of Oakleigh, PO Box 21, Oakleigh, Vic 3166
- PEEL, Mr William, Assistant General Manager, Estate Services, Australian Property Services, Department of Administrative Services, Central Office, GPO Box 1920, Canberra, ACT 2601

CONSTRUCTION DETAILS

MATERIALS AND FINISHES

Main Building

The external walls will consist of concrete block infill panels, to east and west boundary walls, horizontal windows to the north and south and rendered concrete.

Annex Building

The single-storey building will consist of structural steel columns, beams, trusses, concrete block walls and shop-front glazed wall to the south. Roofing will consist of prefinished metal deck.

Internal Walls

Internal walls will have hard plaster to all concrete and blockwork and plasterboard to framed stud walls. Ceilings will be suspended acoustic tiles and plasterboard.

Floor Finishes

Floors will be carpeted in the office areas. Ceramic tiles will be used in wet areas. Masonry paving will be provided to the pedestrian walkway.

ENGINEERING SERVICES

Structure

The four-storey building will consist of reinforced columns and floors with continuous concrete piles along the boundaries to support adjoining properties.

Floors will be designed for \mbox{S} kPa, with selected areas capable of supporting compactus loads.

Mechanical

Air-conditioning will be provided to all office areas throughout the building.

Hot water will be supplied to all toilets, tea rooms and cleaners' rooms.

Exhaust systems will be provided to ventilate the basement car-park, toilets, cleaners' rooms, tea rooms, lift motor room and gas meter room.

Electrical

Power will be supplied from an SECV substation to be established in the basement of the building.

A main switchboard will be located at basement level with distribution switchboards on each floor.

Lighting throughout the building will be designed to provide levels of illuminance in accordance with AS 1680 "Interior Lighting and Visual Environment".

The following power and communication systems will be provided:

- . general purpose power outlets
- . special purpose power facilities
- . telephone block cabling
- . computer cabling.

The following emergency services will be provided:

- emergency evacuation lighting
- emergency warning and intercommunication system.

Pire Services

The building will incorporate a hydrant/hose reel system designed in accordance with the requirement for the Metropolitan Fire Brigade and the Victorian building regulations and will provide fire fighting facilities to all areas.

An automatic wet pipe sprinkler system will be provided to all of the building and will be designed in accordance with AS 2118.

Portable fire extinguishers will be provided throughout the building.

Hydraulics

The hydraulic services will comprise the following:

- water supply for the domestic flushometer and fire services requirements
- . sanitary plumbing and drainage system
- . stormwater drainage system will comply with the relevant authorities' codes and regulations.

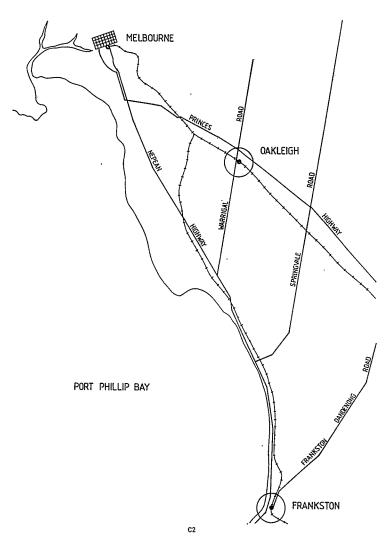
Lifts

Vertical transportation will include the provision of one lift at this stage with a carrying capacity of fourteen persons and will service all levels.

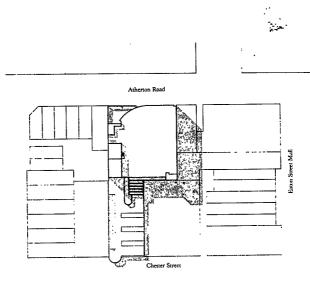
APPENDIX C

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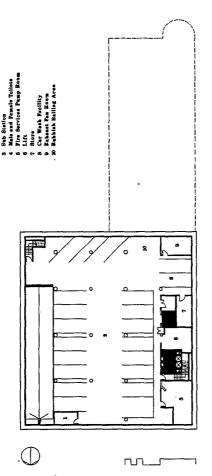
LOCATION MAP



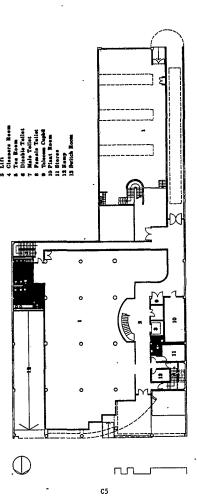


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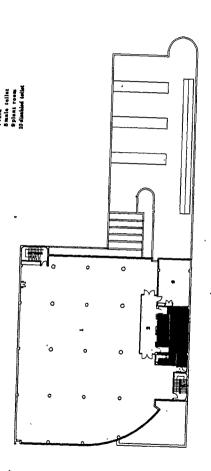
SITE PLAN



LEGEND 1 Gas Mater Room

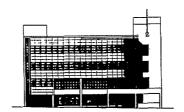


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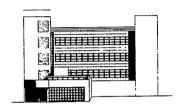
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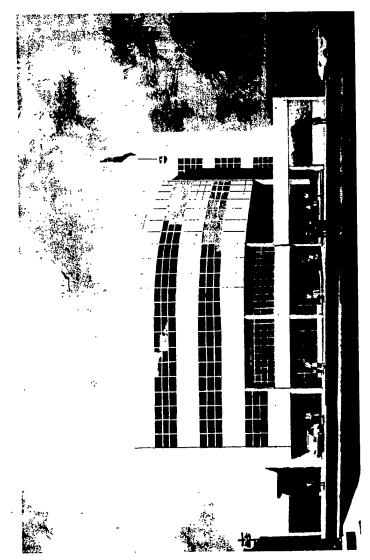
SECTION



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NORTH ELEVATION





DESIGN BRIEF

Office Space

The development will have a net usable area of 2866 $\rm m^2$ with provision for the later construction of an additional two floors. This would maximise site utilisation, providing an additional 1460 $\rm m^2$ net for a total net usable area of 4326 $\rm m^2$.

The design will incorporate the requirements of proposed occupants whilst retaining sufficient flexibility for a wide range of potential users.

Space requirements will be determined by reference to the Commonwealth Office Accommodation Guidelines and the known requirements of potential users.

Standards

The design will be based on the Guidelines for the Design of Commonwealth Office Buildings, and relevant Commonwealth Comstruction Standards, Codes of Practice and Australian Standards.

Shop-front Accommodation

The development will be capable of providing Commonwealth shop-front accommodation on two levels.

Car-parking

The estimated Commonwealth car-parking requirement for this development is twenty spaces, including provision for disabled persons, which will be provided in a single basement level. Allowance will also be made for temporary storage and vehicular removal of waste.

Security

Perimeter security will be provided. Internal security details will be determined by tenant requirements, floor design and lift control options and will allow for discrete security of individual tenancies.

Services

Design of services will provide sufficient flexibility for changes in tenancy and tenant requirements.

Cabling and Screen-based Equipment

In line with the trend towards increased screen-based equipment, provision will be made for extensive cable reticulation.

Air-conditioning

All office areas will be fully air-conditioned with system design and capacity adequate for the proposed user requirements.

Heavy Load Areas

Provision will be made on each floor for heavy loads such as compactus.

Energy Management

Energy management and efficiency will be a prime aspect of design considerations in both the building (envelope materials, etc) and fitcut (lighting, air-conditioning, window treatment, etc)

Floor Design

Floor design will be open office space to facilitate flexibility of both initial and subsequent fitting out.

Computer Equipment

Current requirements of proposed tenants for the accommodation of computer equipment will be satisfied.

Space Allocation

For design purposes a space allocation rate of 15 m^2 per person will apply.

Disabled Access and Facilities

Access and facilities for the disabled, in line with the relevant standards, are to be incorporated in the design. Access is to be available from both Atherton Road and Chester Street.

Staff Amenities

Staff amenities will be provided in accordance with the Code of Practice for the Provision of Amenities in Commonwealth Government Employment.

Lighting

Lighting will be to normal office standards, in accordance with relevant codes, with the capacity for installation of ultra-low brightness lighting in areas of VDU use.

Lift

At least one lift will be provided in the main service core and will extend to the basement.

Public Toilets

Male and female toilets and a unisex toilet for disabled persons will be provided for client use.

BUILDING DESCRIPTION

General

In response to the client's brief and local planning requirements, the design incorporates the provision of a four-storey building fronting Atherton Road with a single-storey office building fronting Chester Street.

A covered pedestrian through route will link both streets.

Entrances from both Atherton Road and Chester Street allow for maximum shop-front accommodation for departments requiring a high public access.

A service core containing tea rooms, service ducts, toilets, escape stairs, etc, is centrally located with direct access from the main foyer.

Occupancy

Accommodation will be provided as follows:

Basement

 A basement will provide twenty car-parking spaces, bicycle parking, storage and plant areas.

Ground Floor

. Access to the ground floor will be via Atherton Road and Chester Street. The design allows for a pedestrian link to both streets. Access to shop-front accommodation will be provided from this level.

Upper Floors

. Upper floors will provide general office accommodation.

Disabled Access

 Disabled access has been provided in accordance with the relevant codes.